DOCUMENT RESUME

ED 409 070 JC 970 387

TITLE	A Review of the Proposed North County Center in Paso Robles--An Educational Center of the San Luis Obispo County Community College District. Commission Report 97-5.
INSTITUTION	California State Postsecondary Education Commission, Sacramento.
PUB DATE	Jun 97
NOTE	62p.
PUB TYPE	Reports - Evaluative (142)
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	*Access to Education; Community Colleges; *Education Service Centers; *Educational Facilities Planning; Educational Needs; *Facility Requirements; Guidelines; Rural Areas; School Expansion; *Site Analysis; Two Year Colleges
IDENTIFIERS	San Luis Obispo County Comm Coll Dist CA

ABSTRACT

This three-part report presents the recommendations of the California Postsecondary Education Commission on a proposal by the San Luis Obispo County Community College District (SLOCCCD) to create an educational center in the City of Paso Robles. Part 1 provides the Commission's conclusions and recommendations, indicating that, based on a needs study for center conducted by the SLOCCCD and Commission guidelines, the proposed North County Center should be approved as a permanent educational center. Part 2 offers background information on the proposal, including discussions of statutory requirements for new educational campuses; the origins of the proposal, indicating that the District's single college in San Luis Obispo is at capacity; a general description of the SLOCCCD; and procedures for reviewing proposals. Part 3 provides an analysis of the proposal, including an overview of the commission's findings related to the following criteria: sufficient enrollment projections, a consideration of programmatic and geographic alternatives, adequate plans to serve disadvantaged students and ensure access to the center, sound academic planning, projected budgets, analyses of the environmental and social impact, likely effects on other educational institutions, and economic efficiency. Detailed guidelines for review of proposed educational institutions and a letter containing enrollment projections are appended. Maps of the SLOCCCD service area and regional topography, driving distances, and population growth are included. (HAA)

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ED 409 070

A REVIEW OF THE PROPOSED NORTH COUNTY CENTER IN PASO ROBLES

-- An Educational Center of the San Luis Obispo County Community College District

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JUNE 1997 COMMISSION REPORT 97-5

JC 970 387

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Summary

The California Postsecondary Education Commission is charged by Sections 66903(5) and 66904 of the Education Code to evaluate proposals concerning the need for, and location of, new institutions, branches, or educational centers of public higher education. It is further required to provide the substance of its analyses of these proposals to the Governor and the Legislature in the form of recommendations for approval or disapproval.

This report contains the Commission's analysis and recommendations concerning a request by the Board of Governors of the California Community Colleges and the San Luis Obispo County Community College District to confer official educational center status on the North County Center in the City of Paso Robles. The Commission's recommendation for approval of the center will permit the district to proceed with purchase of the site, as well to submit an application for State capital outlay construction funds.

The Commission's conclusions include the following:

1. There is more than sufficient enrollment potential to justify creating the center;
2. The district has diligently pursued various alternatives to constructing the center, including the consideration of numerous alternative sites;
3. The district has created a comprehensive and thoughtful academic plan for the proposed center; and
4. There is virtually no possibility of conflict with neighboring institutions.

Following the recommendation of its Educational Policy and Programs Committee, the Commission approved this report at its regular meeting on June 9, 1997. Questions about the substance of the report may be directed to William L. Storey at (916) 322-8018, or through E-mail at bstorey@cpec.ca.gov. To order copies of this report, write to the Commission at 1303 J Street, Suite 500, Sacramento, CA 95814-2938, or telephone (916) 445-7933.

A REVIEW OF THE PROPOSED NORTH COUNTY CENTER IN PASO ROBLES -- AN EDUCATIONAL CENTER OF THE SAN LUIS OBISPO COUNTY COMMUNITY COLLEGE DISTRICT

A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
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COMMISSION REPORT 97-5
PUBLISHED JUNE 1997

Contributing Staff: William L. Storey

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1 Conclusions and Recommendations

IN THIS REPORT, the Commission considers the request by the Board of Governors of the California Community Colleges and the San Luis Obispo County Community College District to approve the proposal to create an educational center -- the North County Center -- in Paso Robles. The proposal has been evaluated according to the Commission's *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers* (CPEC, 1992b and Appendix A).

This district is among the most geographically extensive in the State. It is effectively divided into two primary service areas by a mountain pass, the Cuesta Grade, that separates the more populated coastal region from the somewhat less populated inland region. The district's single college, Cuesta College in San Luis Obispo, is currently at capacity. However, even if space were available, attendance at the college would represent a difficult alternative for potential students living on the other side of the grade in the inland region known as the Salinas River Area with the two primary population centers of Atascadero and Paso Robles.

Although proposed as an educational center, the district is hopeful that the Paso Robles operation will eventually mature into a full-service community college. This is not expected to occur in the near future, but the district has sought to purchase a relatively large site -- 82 acres -- to account for future growth.

Funding for the site remains uncertain at this time. During the 1996 legislative session, Senator Jack O'Connell was successful in obtaining $500,000 in the 1996-97 Budget Act to be used in part for planning and in part for acquisition, but the acquisition portion of the appropriation -- $319,000 -- will not be sufficient to meet the purchase price of $475,000. Final disposition of this matter must therefore await action by the Legislature in 1997.

Based on its analysis of the district's North County Center Needs Study and pursuant to its responsibilities under Section 66903[5] and 66904 of the Education Code, the Commission offers to the Governor and the Legislature the following conclusions and recommendations.

Conclusions

The Commission's overall conclusion is that the San Luis Obispo Community College District has submitted an excellent Letter of Intent and Needs Study for the North County Center. The submitted materials are comprehensive, thoughtful, and analytically sound. The Commission wishes to extend its appreciation to Superintendent/President Grace N. Mitchell and her administration for an excellent effort.

Criterion 1: Enrollment projections

The Commission's specific conclusions, based on the criteria in its guidelines, are as follows:

The Commission's guidelines specify that an educational center should maintain an enrollment of at least 500 full-time-equivalent students (FTES), and that an enrollment projection extending fc. at least five years t... is approved by the Demographic Research Unit of the Department of Finance be submitted. In this case, the district submitted a projection, approved by the department, that begins in 1998 with an enrollment of almost 1,400 FTES, and extends to the year 2015 when enrollment is projected to reach almost 2,700 FTES.

Given the assumptions that produced this projection, particularly the assumption concerning the number of contact hours expected to be carried by each student, the Commission believes the projection may be somewhat high. Nevertheless, even a downward adjustment in that aspect of the projection will produce an initial enrollment (Fall 1998) of 1,000 to 1,100 FTES, which is more than enough to satisfy the criterion. Assuming this initial effort is successful and a broader curriculum is ultimately put in place, the number of units carried per student, and hence the FTES, may well increase to a level nearer the official projection.

Criterion 2 and 6: Programmatic and geographic alternatives

The district examined a total of 20 sites in the Salinas River Area, reduced that number to 12 for a more comprehensive analysis, and finally selected the Dallons property in Paso Robles for the center. It also considered all of the options listed in the Commission's criterion, including outreach operations -- it has been engaged in outreach for years in the north county area -- distance learning, and other possibilities. The Commission knows of no reasonable alternative that has not been considered and, therefore, believes that this criterion has been satisfied.

Criterion 3 and 7: Educational equity and accessibility issues

For many reasons, the Commission believes that the district has complied with these two criteria. First, a comprehensive array of student services is planned for the center, including counseling, EOPS, and disabled student services. Second, the site is flat and should afford good ac ·ss to physically disabled persons. Third, the location near to major highways (U.S. 101 and State 46) will provide far greater opportunities to low-income students for whom travel to San Luis Obispo and Cuesta College has proven to be a considerable barrier to obtaining educational services.

The only accessibility issue concerns a difficult left turn from Highway 46 to the site. In all probability, this problem will require mitigation through construction of a left turn lane with a traffic signal, a project the district has committed itself to pursue. Overall, however, the Commission believes this criterion has been adequately addressed.

Criterion 4: Academic planning

The district has had an academic and facilities master plan in place since 1991, when its first efforts to create a North County Center were frustrated by the defeat of a bond issue and the protracted California economic recession. That plan is still in

place and should be implemented if the center is built. Further, the district has agreed to comply fully with the Board of Governor's and the Commission's program review processes as appropriate. Accordingly, the Commission believes this criterion has been fully satisfied.

Criterion 5: Funding issues

The district submitted a capital outlay plan calling for the expenditure of $18,115,000 over a seven-year period to build the center, an amount that includes the cost of the site at $475,000. Support costs will come from regular FTES apportionments; there are no special or supplemental appropriations required.

Criterion 8: Environmental and social impact

An Environmental Impact Report (EIR) on the general area was completed in 1989, and showed no significant environmental problems. However, for the chosen site to be useable for community college purposes, it will have to be rezoned and the General Plan will have to be amended. This will require a supplemental EIR which will have to be developed over the next year or two. The existence of the earlier EIR, plus the commitment to the supplemental EIR, satisfies the primary intent of this criterion.

Criterion 9: Effects on other institutions

The distances between the proposed site and the nearest community college other than Cuesta College are so great -- between 65 and 122 miles -- that the possibility of programmatic or jurisdictional conflict is negligible. Further, letters received from the adjacent districts all indicate that there will be no conflict.

Criterion 10: Economic efficiency

The Commission believes the district, after many years of frustrated efforts, has made as good an accommodation to cost as it is possible to make. The site on which it proposes to build the center is not free, as many other districts have arranged in the past, but the cost is reasonable. Moreover, there is the additional promise of private fund raising to supplement and enhance the center's programs.

Recommendations

1. **The North County Center should be approved as a permanent educational center of the San Luis Obispo County Community College District. Consequently, this center should become immediately eligible for State capital outlay and support funding.**
2. **As appropriate, the district shall comply fully with the review process established by the Board of Governors and the Commission for any new programs to be offered at the North County Center.**
3. **At such time as the district, the City of Paso Robles, or the County of San Luis Obispo completes a supplemental Environmental Impact Report, a summary of that report should be submitted to the Commission.**
4. **At such time as the San Luis Obispo County Community College District determines that the North County Center should become a full-service**

community college, it shall submit a request to the Commission for approval of this change in status.

2 Background to the Proposal

Statutory requirements

Sections 66903(2a) and 66903(5) of the Education Code provide that the California Postsecondary Education Commission "shall advise the Legislature and the Governor regarding the need for and location of new institutions and campuses of public higher education." Section 66904 expands on that general charge as follows:

> It is further the intent of the Legislature that California Community Colleges shall not receive state funds for acquisition of sites or construction of new institutions, branches, or off-campus centers unless recommended by the commission. Acquisition or construction of non-state funded community college institutions, branches, and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the commission.

Pursuant to this legislation, the Commission developed a series of guidelines and procedures for the review of new campus and off-campus center proposals in 1975 and then revised them in 1982 and 1990. These guidelines were revised most recently in August 1992 under the title of *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers* (CPEC: 1975, 1978, 1982, 1990b, and 1992c).

As most recently revised, these guidelines require each of the public higher education systems to develop a statewide plan every five years that identifies the need for new institutions over a 15-year period. Once the system submits that statewide plan to the Commission, the Commission requests that it submit more detailed short-term plans for campuses or centers through a "Letter of Intent to Expand." If the Commission's Executive Director reviews that letter favorably, the system is invited to submit a comprehensive proposal -- referred to as a "Needs Study" -- that is evaluated according to 10 criteria to determine its relative merit. Based on the Needs Study, the Commission recommends to the Governor and the Legislature that the new campus or center be approved -- creating an eligibility to compete with other districts for State capital outlay appropriations -- or be disapproved and remain ineligible for State funds.

Origins of the proposal

The San Luis Obispo County Community College District is a single-campus district headquartered in the City of San Luis Obispo at Cuesta College, which was founded in 1965. Dr. Grace N. Mitchell serves as both president of the college and superintendent of the district. In general, the district's boundaries are coterminous with those of the county, although the district does occupy a corner of Monterey County and shares borders with Fresno, Kings, Kern, and Santa Bar-

bara Counties. It is among the largest -- 14th in total land area -- and most rural of the State's community college districts. It covers 3,679 square miles, an area 75 times larger than San Francisco, with about 63 percent of its territory devoted to agriculture.

As indicated most clearly in Display 2 on page 9, topography separates the district into two relatively distinct areas: the southern coastal region that includes the City of San Luis Obispo and Cuesta College; and the northern inland region that includes Atascadero, Paso Robles, and Templeton. As noted in Part Three of this report, the dearth of community college services in the north county, in concert with the difficulty of traversing the Cuesta Grade, has had a deleterious effect on participation rates for many years.

Although the district has provided outreach services in the north county area for many years, both the course offerings and a clear community identity have been so limited that community participation has been far less in the north than in the immediate Cuesta College service area. For that reason, the district endeavored in 1991 to find a site in the north county that could be acquired by the district for a permanent educational center, one that could eventually grow into a full-service college if population pressures warranted. A citizens committee was formed and a list of 18 potential sites was identified that included locations as far south as Santa Margarita (south of Atascadero) to various locations north of Paso Robles. The district also retained the services of two consultants to assist in the development of the *1991 Educational and Facilities Master Plan* (SLOCCCD, 1991) containing the structure that guides all district policy.

In 1992, staff from both the Chancellor's Office of the California Community Colleges (COCCC) and the California Postsecondary Education Commission (CPEC) visited the area and reviewed the most promising locations. Unfortunately, even the most likely sites seemed to fall short of a minimum level of acceptability due to poor location, excessive cost, infrastructure problems, or other difficulties. Further, the failure of a $450 million statewide bond issue in 1990, the subsequent failure of a $900 million bond issue in 1994, and the growing backlog of capital outlay projects awaiting funding by the Governor and the Legislature all but doomed the proposed site acquisition. During this time, virtually all sites that were placed in service for new community colleges or educational centers were either previously owned (e.g. Folsom Lake College) or acquired by donation (e.g. Antelope Valley, Kern, Solano, State Center).

Frustrated in its efforts to use traditional funding sources, the district increasingly turned to the idea of private fund raising. In August of 1995, it formed the North County Campus Task Force, under the auspices of the Cuesta College Foundation, with a stated purpose both to find a site and to raise as much capital as possible from private sources. The Chair of the Task Force, Berna Dallons, along with her husband, then donated $105,000 to the district. They also purchased an 82-acre site in Paso Robles for $475,000 which they agreed to sell to the district at the purchase price if the funds to do so could be raised within one year.

In furtherance of that goal, the district conferred with Senator Jack O'Connell, who successfully introduced an amendment to the 1996 Budget Act in the total amount of $500,000 for "Acquisition," ($319,000) and "Preliminary plans and working drawings," ($181,000) -- (1996-97 *Final Budget Summary*, Chapter 162, Statutes of 1996, p. 453, Item 6870-301-0658 [60.1 & 60.2]). In addition, the City of Paso Robles committed itself to the provision of additional resources (currently unspecified as to amount) to assist in the environmental review and off-site infrastructure processes.

It appears likely that further legislative action will be required, both because of the necessity of final Board of Governors and Commission approval of the project and because the $319,000 for acquisition is insufficient to meet the $475,000 price of the property.

A general description of the district

Displays 1 through 4 provide a good overview of the physical and demographic characteristics of the district.

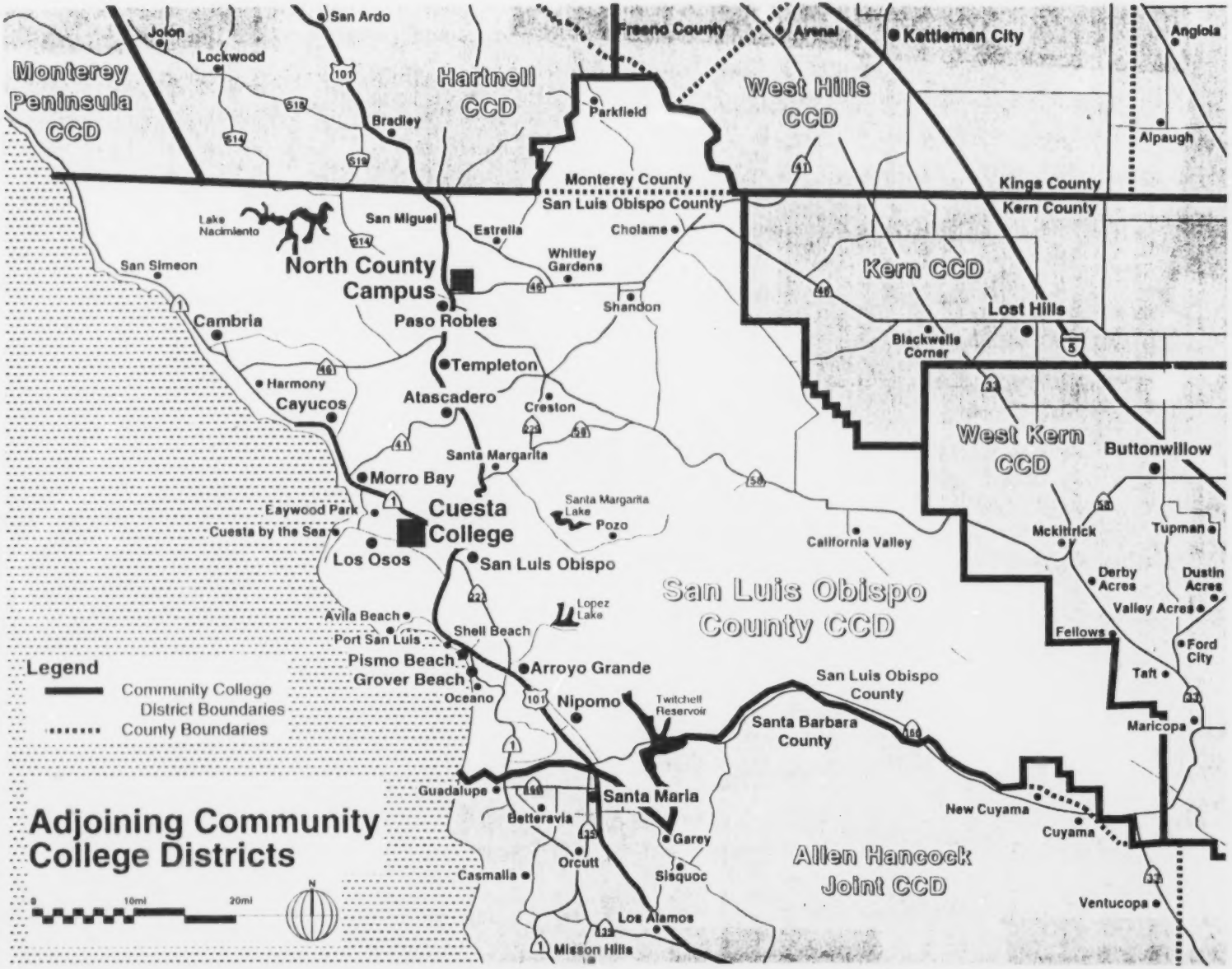
Display 1 shows the district's general shape and location along California's Central Coast, its cities and highways, and the names and general configurations of the six other community college districts with which it shares a border.

Display 2 shows a topographic overview with the shaded areas representing elements of the four mountain ranges that traverse the district. Of these, the junction of the Santa Lucia and La Panza ranges in an area known as the Cuesta Grade is most important since it creates a natural divide between the district's northern and southern sections that are joined by U.S. Highway 101.

Display 3 includes many of the features common to all four displays, but highlights driving time from the proposed educational center site in Paso Robles to various other parts of the district. From this display, it can be seen that the driving time between the proposed site and Cuesta College is approximately 35 minutes, which the Commission confirmed during a site visit. Distances to other community colleges in other districts involve even longer commutes.

Finally, Display 4 offers population growth data from the county's planning department. It shows, not surprisingly, that the major population center is the City of San Luis Obispo near Cuesta College. The circumstances surrounding population growth are discussed in greater detail in Part Three of this report. However, it may be noted here that while Atascadero is currently the largest population center in the north county area, Paso Robles is projected to grow faster and should eventually become the most heavily populated city in the north county region.

Further descriptions of the district's physical and demographic characteristics are provided in Part Three of this report starting on page 13.



DISPLAY 1 Adjoining Community College Districts

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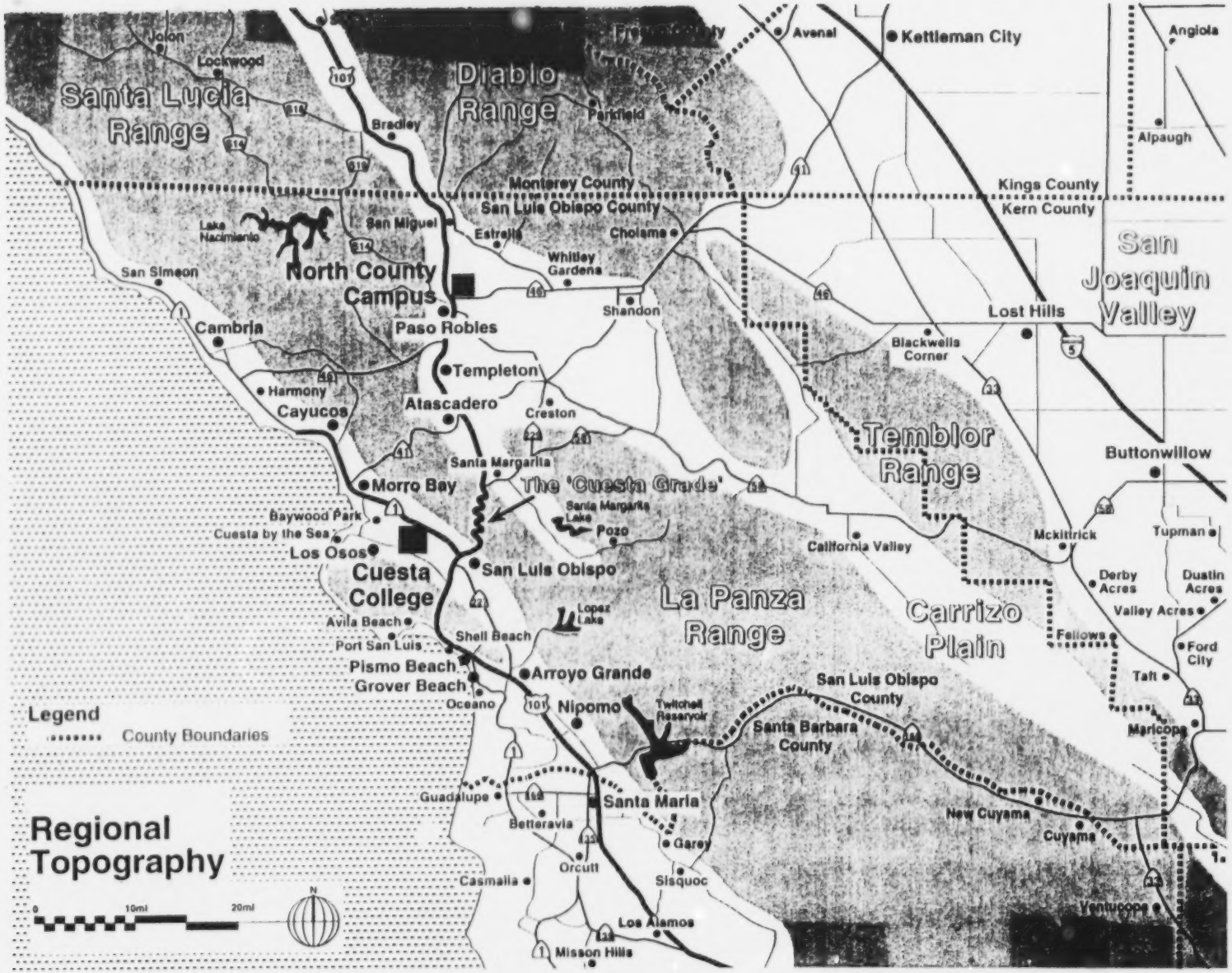

DISPLAY 2 *Regional Topography*

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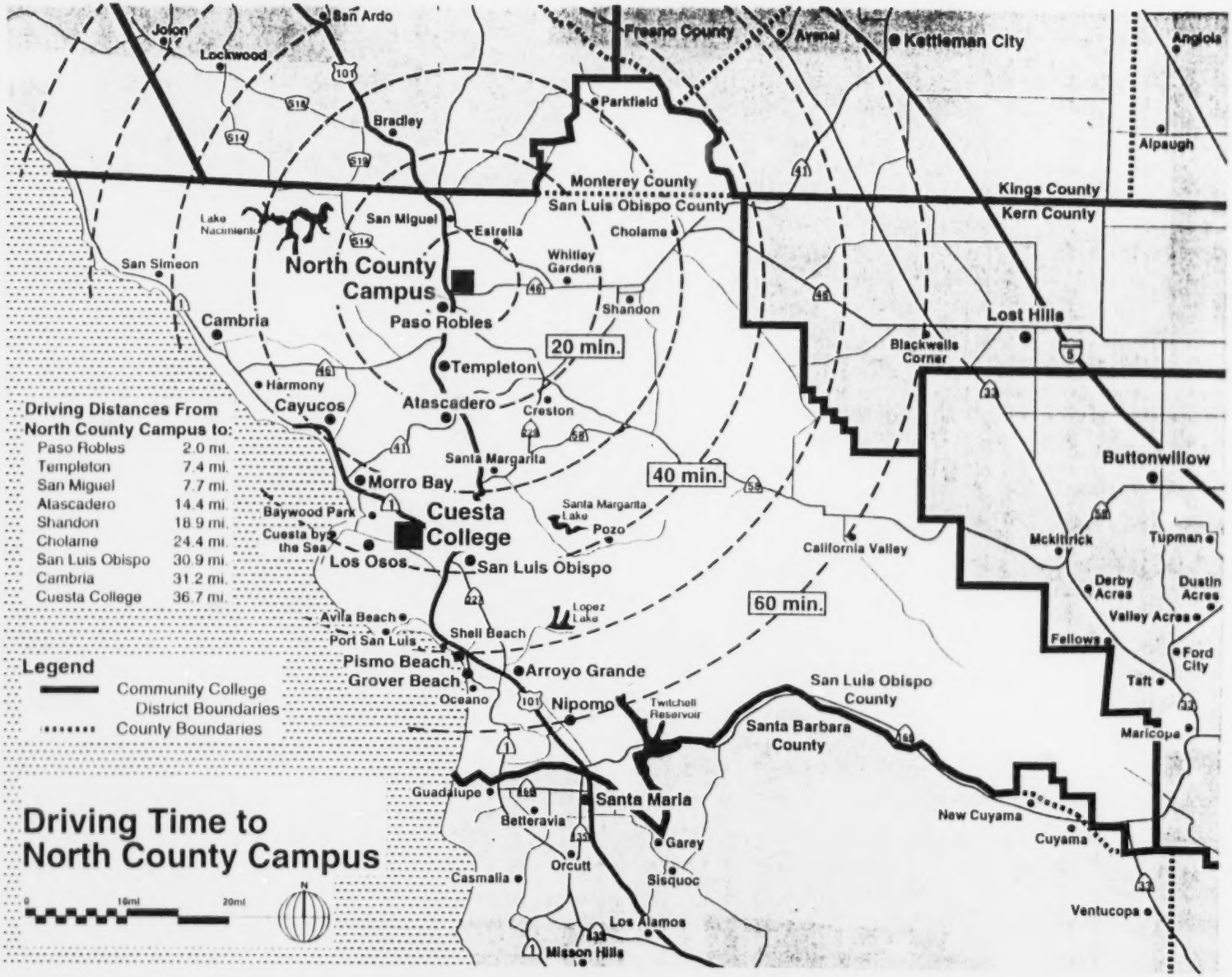
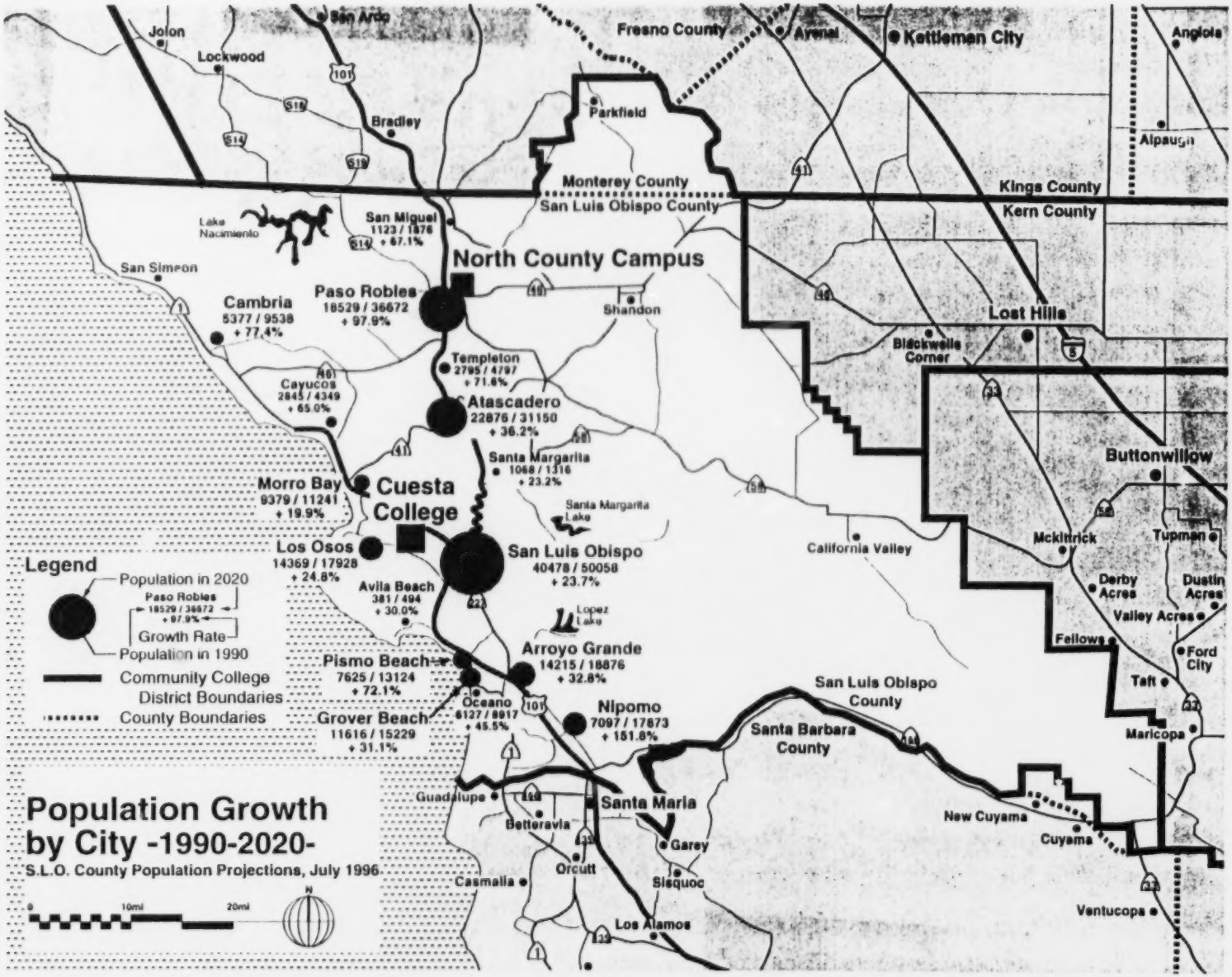


DISPLAY 3 *Driving Time to North County Campus*



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Review by the Board of Governors

As noted above, while the idea of a north county center has been a central part of district planning for some years, the lack of funding caused any and all proposals to be discarded. When some funding was provided in 1996 through the Budget Act, however, events began to move so rapidly that the traditional review processes for such operations appear to have been accelerated.

Normally, the review of any community college proposal for a new educational center would conform to the following procedures: (1) submission of a letter of intent; (2) time for that letter to be reviewed and analyzed by both the Chancellor's Office and the Commission; (3) submission of a comprehensive needs study; (4) presentation of a formal written report to the Board of Governors; (5) review and approval by the board; (6) consideration of Board of Governors action by the Commission; (7) review and approval by the Commission; and, (8) funding by the Legislature.

In the case at hand, some of the requisite funding was approved by the Governor and the Legislature before any review and approval by either the Board of Governors and the Commission. Further, the initial review by the Board of Governors on January 8, 1997 -- generally referred to as the "first reading," a stage of review comparable to a Commission "information item" -- was conducted with considerable brevity and without the benefit of a written staff review of the district's Needs Study. Superintendent Mitchell made a presentation that was followed by comments from senior Chancellor's Office staff, but the process observed was cursory and a departure from prior practice. This departure imposes an even greater obligation on the Commission to discharge its statutory responsibility to review this proposal for a new community college center in a comprehensive manner. The Board of Governors granted final approval to the North County Center at its regular meeting on March 13, 1997.

Contents of the analysis

The analysis of the proposed North County Center that appears in the next chapter of this report discusses all of the Commission's criteria contained in its guidelines (CPEC, 1992; Appendix A). These include consideration of enrollment projections, programmatic and geographic alternatives to the proposal, educational equity issues, academic planning, effects on other institutions, physical accessibility, and economic efficiency. The Commission's conclusions and recommendations are contained in Part One of this report.

3 Analysis of the Proposal

Overview of the Commission's review guidelines

The Commission's guidelines impose a number of requirements on governing boards -- regardless of which system is involved -- that propose the establishment of new institutions of higher education. Foremost among those requirements is the creation of a statewide plan that offers guidance to State policy makers concerning each system's overall expansion plans. Ideally, the statewide plan should offer a general indication as to when and where new institutions are to be established.

The overall planning process is defined primarily by the Commission's report, *A Framework for Statewide Facilities Planning (1992a)*, but it is also mentioned prominently in the *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers (1992b)*. While both of these reports define the statewide planning process, the guidelines also provide definitions of the types of facilities to be reviewed, schedules that assure timeliness in the review process, and ten criteria under which all proposals for new institutions will be evaluated. With specific regard to community college projects, the guidelines define three types of educational entities:

Outreach Operation: An outreach operation is an enterprise, operated away from a community college or university campus -- in leased or donated facilities -- which offers credit courses supported by State funds. These operations serve a student population of less than 500 full-time-equivalent students (FTES) at a single location.

Educational Center: An educational center is an off-campus enterprise owned or leased by the parent district and administered by a parent college. The center must enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president, chancellor, or superintendent), and offer programs leading to certificates or degrees to be conferred by the parent institution.

College: A full-service college is a separately accredited, degree and certificate-granting institution offering a full complement of lower-division programs and services. The college is usually at a single location owned by the district; colleges enroll a minimum of 1,000 full-time-equivalent students. A college has its own administration and is led by a president or a chancellor.

The term "campus" is not used as a working definition in the guidelines, primarily because it has become so commonly used that it often appears in the names of both colleges and educational centers. Rarely is an educational center of minimum size (500 or more FTES) referred to as a center, since the term "campus" seems to suggest greater prestige and perhaps a more comprehensive program. Even outreach

operations (less than 500 FTES) often use the term "campus," and it is for that reason that the Commission has decided to eschew use of the term.

Review criterion summary

The Commission's 10 criteria for the approval of new educational centers are noted in detail on the following pages. In summary, they require the following elements: (1) an enrollment projection approved by the Department of Finance; (2) the consideration of both programmatic and geographic alternatives; (3) a plan to serve disadvantaged students; (4) an academic plan; (5) a projected support and capital outlay budget; (6) a thorough project description, including physical, social, and demographic characteristics; (7) an environmental impact report, where appropriate; (8) evidence of strong community support; and, (9) evidence of economic efficiency. The specific criteria, with a discussion of each, is presented below.

Criterion 1
Enrollment projections

1.1 Enrollment projections must be sufficient to justify the establishment of the "new institution," as that term is defined above. For a proposed new educational center, enrollment projections for each of the first five years of operation (from the center's opening date) must be provided.

As the designated demographic agency for the State, the Demographic Research Unit has the statutory responsibility for preparing systemwide and district enrollment projections. For a proposed new institution, the Unit will approve all projections of undergraduate enrollment developed by a systemwide central office of one of the public systems or by the community college district proposing the new institution. The Unit shall provide the systems with advice and instructions on the preparation of enrollment projections. Community College projections shall be developed pursuant to the Unit's instructions.

1.6 For a new community college or educational center, enrollment projected for the district proposing the college or educational center should exceed the planned enrollment capacity of existing district colleges and educational centers. If the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or educational centers, compelling regional or local needs must be demonstrated. The district shall demonstrate local needs by satisfying the requirements of the criteria specified in these guidelines. Regional and statewide needs shall be demonstrated by the Board of Governors through the long-range planning process.

As noted in Part Two of this report, the San Luis Obispo County Community College District (SLOCCCD) is geographically divided into two primary regions separated by a mountain pass known as the Cuesta Grade. The county and the district are virtually coterminous, which means that it is relatively easy to apply county population data to district estimates. Those data suggest that the district's primary population centers are along the coast within about 20 miles of Cuesta College. Overall, San Luis Obispo County has a population of about 240,000

people, with 67 percent of that population living in the coastal region, 25 percent in the north county area, and the remainder distributed through various rural regions. Display 5 below provides an overview of the major population centers.

The North County Center is proposed to be located in the City of Paso Robles, which is just over 35 miles and 45-50 minutes driving time from Cuesta College. As Display 5 indicates, most of the population in the north county area -- 63,000

DISPLAY 5 San Luis Obispo County Population Projections by Population Centers

Planning Area/Community	1990	1995	2000	2005	2010	2015	2020
Morro Bay/North	*34,393*	*36,307*	*38,150*	*39,710*	*40,668*	*41,355*	*41,948*
Morro Bay	9,664	10,411	11,160	11,911	12,303	12,645	12,932
Cayucos	2,960	3,252	3,725	4,056	4,232	4,240	4,244
Los Osos	14,377	14,858	15,105	15,233	15,294	15,325	15,340
Cambria	5,382	5,685	5,972	6,242	6,496	6,733	6,955
Rural	2,010	2,101	2,188	2,268	2,343	2,412	2,477
San Luis Obispo/South	*114,201*	*125,072*	*136,569*	*148,068*	*157,367*	*165,273*	*172,526*
San Luis Obispo (city)	41,958	45,379	48,622	51,866	54,101	55,467	56,585
San Luis Obispo (rural)	12,943	13,583	14,184	14,753	15,285	15,780	16,235
San Luis Bay	44,458	49,000	54,214	59,288	63,049	66,158	68,746
South County	14,842	17,110	19,549	22,161	24,932	27,868	30,960
North County/Salinas River	*53,927*	*62,798*	*71,565*	*79,213*	*86,012*	*90,850*	*95,429*
Atascadero	23,138	26,629	30,113	32,550	34,210	35,777	37,232
Paso Robles	18,583	22,685	26,787	30,888	34,998	37,333	39,627
San Miguel	1,123	1,266	1,410	1,554	1,697	1,836	1,969
Santa Margarita	1,183	1,278	1,328	1,375	1,418	1,459	1,496
Templeton	2,887	3,132	3,370	3,600	3,822	4,033	4,232
Salinas River (rural)	7,013	7,808	8,557	9,246	9,867	10,412	10,873
Other Areas	*14,587*	*16,597*	*18,585*	*20,839*	*23,256*	*25,818*	*28,531*
County Total	217,108	240,774	264,869	287,830	307,303	323,296	338,434

Percentage of Total Population by Area

Planning Area/Community	1990	1995	2000	2005	2010	2015	2020
Morro Bay/North	15.8%	15.1%	14.4%	13.8%	13.2%	12.8%	12.4%
San Luis Obispo/South	52.6%	51.9%	51.6%	51.4%	51.2%	51.1%	51.0%
North County/Salinas River	24.8%	26.1%	27.0%	27.5%	28.0%	28.1%	28.2%
Other Areas	6.7%	6.9%	7.0%	7.2%	7.6%	8.0%	8.4%
County Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

people in 1995 -- reside in either Atascadero or Paso Robles, with the former being the larger community at the present time. The County Planning Department estimates, however, that the two communities should become about equal in population sometime between 2005 and 2010 and that Paso Robles will eventually become the larger of the two. Currently, Paso Robles is adding residents at the rate of 2.6 percent per year, with Atascadero growing at a considerably slower 1.6 percent rate per year.

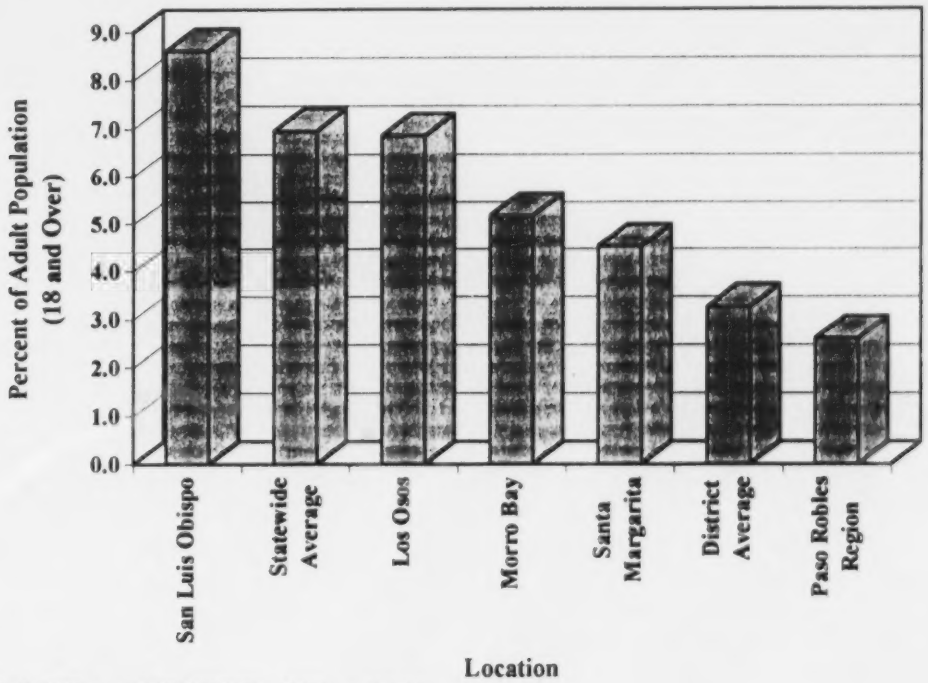
It has long been observed that "proximity is destiny" where higher education services are involved, which suggests that the closer one lives to an educational facility, the more likely one is to attend that facility. It is also true that the more comprehensive the course offerings, the more likely it is that participation rates will be high. Statewide, enrollment in community colleges -- "participation" as it is commonly known -- averages around 68 persons per 1,000 adults (18 years of age or older), or about 7 percent of the adult population. Over the years, the rate has gone as high as 99 students per 1,000 just before passage of Proposition 13, to a low of 66.6 in 1993 during the recent recession when resources were extremely restricted.

Within the City of San Luis Obispo, the participation rate for Cuesta College is currently 8.6 percent. As one moves further from the college, the rate falls to 6.9 percent in nearby Los Osos and to 5.2 percent in the slightly more distant Morro Bay. Turning inland, once over the Cuesta Grade, the rates drop precipitously: 4.5 percent in Santa Margarita just over the top of the grade and 2.6 percent in the region that includes Atascadero, Templeton, and Paso Robles. Display 6 shows the approximate participation rates for various parts of the district, as reported in the district's Needs Study.

The Commission's guidelines require community college districts to submit two enrollment projections: (1) a preliminary projection submitted as part of the Letter of Intent; and, (2) a more formal projection, for at least five years following the center's suggested opening date. The latter projection must be approved by the Demographic Research Unit (DRU) of the Department of Finance. The projections are created from the interaction of a number of variables, including a gross population projection, an adult population projection, a participation rate, and a WSCH per enrollment rate (Weekly Student Contact Hours per enrollment). The last of these measures is, for all intents and purposes, a measure of student workload and approximates the number of units taken by the average student.

In its Letter of Intent, the district produced a table that estimated total enrollment in 1998 for all north county residents -- including those attending Cuesta College -- at 3,866 students, of which 3,247 (84.0 percent) would be expected to attend the North County Center. This projection was based primarily on the assumption that the overall participation rate would improve from its current low level of 2.6 percent of the adult population to a 6.0 percent rate and that the average student would generate about 8.8 contact hours (WSCH) of workload. That would produce a total of about 2,250 full-time-equivalent students (FTES) at the center during the first year of operation.

DISPLAY 6 *Participation Rates for Portions of the San Luis Obispo CCD, Plus the Statewide Average, 1995-96*



Source: Chancellor's Office, and SLOCCCD, 1997, pp. 10-11.

In the Needs Study, the district submitted a more comprehensive analysis of its population demographics and likely participation rates, and also offered several different scenarios based on whether permanent or temporary buildings -- or both at various times -- would occupy the site. In addition, this new projection favored a more conservative estimate of initial participation (5.0 percent of the adult population), then assumed that the percentage would improve as the center expanded, broadened its offerings, and became integrated into the community. The projection, which was approved by DRU as required by the Commission's guidelines (Appendix B), is presented in considerable detail, with participation rates and other variables generated for each city in the north county region. It is an impressive analytical array and has been condensed in Display 7 from its longer version. It proposes an initial participation rate of 5.0 percent, lower than the statewide or San Luis Obispo rate, but much higher than the existing rate in the Atascadero/ Paso Robles corridor. Over the years -- the projection extends to the year 2015 -- that rate improves to 6.0 percent -- a rate the Commission believes is reasonable. The other critical assumption is for student workload; this measure escalates from an initial 8.8 contact hours (WSCH) per student to an ultimate 9.1, which is the current statewide community college average as estimated by DRU for 1996-97. That assumption may eventually be seen to have been generous, as noted in the next paragraph.

DISPLAY 7 North County Center Enrollment Projection, 1998 to 2015

Year	A Adult Population	B Participation Rate	C Total North County Enrollment (A x B)	D Percent Attending North County Center	E N. County Center Enrollment (C x D)	F WSCH[1]/ Enrollment	G Total WSCH[1] (E x F)	F FTES[2] (G/15)
1998	59,414	5.0%	2,971	80.0%	2,377	8.8	20,914	1,394
2000	62,771	5.5%	3,452	80.0%	2,762	8.8	24,305	1,620
2005	70,438	6.0%	4,226	80.0%	3,381	9.1	30,767	2,051
2010	76,858	6.0%	4,611	80.0%	3,689	9.1	33,572	2,238
2015	82,221	6.0%	4,933	80.0%	3,947	9.1	35,914	2,394

1. Weekly Student Contact Hours.
2. Full Time Equivalent Students.

Source: SLOCCCD, 1997, pp. 24-25.

Many factors can determine the ultimate accuracy of an enrollment projection, including population growth, diversity and depth of course offerings, the attractiveness of the physical facilities, the quality of faculty, and various other intangibles. In the case at hand, however, it should be noted that, in the Commission's experience, the enrollment projection is probably optimistic with regard to the projected number of units estimated to be taken by each student. In general, educational centers rarely match the statewide average for student load, primarily because they tend to attract few full-time students and because part-time students seldom take more than six units. The estimate assumes that the average student will take approximately three courses, which by historical standards for facilities of this type, must be considered a generous projection. Should it materialize, the center will boast an initial enrollment of almost 1,400 FTES, essentially three times the size required to meet the Commission's minimum requirement for an approved educational center of 500 FTES. The Commission believes, based on past experience, that a number closer to 1,000 FTES is much more likely. Either way, however, the numbers indicate that there is more than sufficient population in the area to justify the center.

Criterion 2 and 6

A consideration of programmatic and geographic alternatives

2.1 Proposals for new institutions should address at least the following alternatives: (1) the possibility of establishing an educational center instead of a . . . community college; (2) the expansion of existing institutions; (3) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months; (4) the shared use of existing or new facilities and programs with other postsecondary education insti-

tutions, in the same or other public systems or independent institutions; (5) the use of nontraditional modes of instructional delivery, such as "colleges without walls" and distance learning through interactive television and computerized instruction; and (6) private fund raising or donations of land or facilities for the proposed new institution.

6.1 A cost-benefit analysis of alternatives, including a consideration of alternative sites for the new institution, must be articulated and documented. This criterion may be satisfied by the Environmental Impact Report, provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites.

Programmatic alternatives

Because new institutions require the allocation of scarce operational and capital outlay resources, the Commission has always required the systems of higher education to give serious consideration to any and all reasonable alternatives to the creation of a new facility. Most of the major options are noted above in the italicized statement of the criteria. In addition to programmatic considerations, the Commission has also been charged by the Legislature to evaluate site locations, since the most easily obtainable site may not be the most ideal in terms of accessibility for potential students, cost of construction, or possible conflict with neighboring institutions. Clearly, many factors are involved in any site selection process, with no two proposals ever involving quite the same mix of factors. Each is unique, and it is for that reason that the Commission has always believed that its guidelines should be implemented flexibly at the same time that justifications are evaluated comprehensively. In the case of the San Luis Obispo County Community College District's Needs Study, there is considerable evidence of the district's comprehensive analysis of the project.

Initially, there are two critical questions involved in the evaluation of any proposed new community college or educational center: (1) Is the campus nearest to the proposed site at or near its physical capacity?; and (2) If it is not, is the area to be served by the new institution sufficiently remote that access to the nearest college is impractical? In the case of the North County Center, the answer to both questions is yes.

Each year, every community college district in California is required to submit a five-year capital outlay plan. That plan indicates not only prospective building plans, but also indicates current campus capacities through calculation of a "capacity-load ratio," which is a numerical comparison of existing classroom and laboratory capacity with student enrollment. If the ratio is at 100 percent, then there is a good match between space and enrollment; if it is over 100 percent, there is excess space; and if under 100 percent, there is a need to build additional space. Normally, a variance of ±10 percent in the ratio is allowable. The San Luis Obispo County CCD is a single-campus district. That campus is Cuesta College, which shows a prospective classroom capacity-load ratio for 1998-99 -- the first year the new center is proposed to operate -- of 92 percent which suggest a slight shortage

of space. The laboratory ratio is projected to be 82 percent which indicates a somewhat greater space shortage. The implication is that the existing campus is at or above its physical capacity.

The second issue -- accessibility -- is discussed more fully below, but it has already been noted that the Cuesta Grade separates Cuesta College from the north county so effectively that participation rates tend to be much less than in the area around the college and far below statewide averages as well. These rates suggest a dearth of services that the district's proposal seeks to ameliorate. As to the specific requirements of the criteria listed above, the alternative of building a center instead of a college is clearly irrelevant, since the proposal is for an educational center. The alternative of expanding existing institutions can also be eliminated primarily due to the remoteness of the Atascadero/Paso Robles corridor. Were the north region less remote and unblocked by the mountain grade, it is probable that Cuesta College could be expanded to accommodate additional enrollments. The final alternative of more intensively using the existing campus is similarly deficient due to the geographic isolation of the north region.

The fourth alternative -- sharing facilities with other community colleges -- is clearly not viable due to the distance to those colleges. Display 1 on page 8 shows the location of the six adjoining community college districts. The nearest is Allan Hancock College, which is about 35 miles south of Cuesta College, and approximately 65 miles south of Paso Robles. Hartnell College is 105 miles north of Paso Robles, West Hills College is 85 miles to the east, Bakersfield College is 105 miles to the southeast, Taft College is about 95 miles distant, and Monterey Peninsula College is about 122 miles to the north. Such distances eliminate any possibility of shared facility use with other districts, other than through distance learning, which is discussed below.

The "college without walls" concept, noted above, has been in operation in the north county almost since the founding of Cuesta College in 1965. Suspended temporarily in 1978 due to the passage of Proposition 13 and the subsequent budgetary constriction it imposed, classes were resumed first at Templeton High School and then at Paso Robles High School. The problem is that educational efforts "without walls" all need walls to operate. The term is at least partially a misnomer, since every effort to hold classes outside of a traditional campus -- which was the term's original meaning -- always requires a building of some kind in which to teach. The problem has always been that such buildings are often available only at night, are often ill-suited to modern educational delivery systems -- particularly if laboratory instruction is involved -- are often costly to rent or lease, and seldom provide opportunities for faculty and support staff to interact with students. Often they are storefronts in strip malls. The concept was advanced in the 1970s and it has worked reasonably well in a few cases such as Coastline Community College and Vista College, but most educators have concluded that the "without walls" concept is not a good substitute for permanent facilities. In the specific case of the San Luis Obispo north county region, the extremely low participation rates suggest that the concept does not represented an adequate response to the area's needs.

Distance learning is another concept that needs to be considered, but there are similar issues to the "without walls" concept in the sense that telecourses, while they may originate at Cuesta College or other locations, still must be received within a physical facility of some kind. Further, and as the Commission recently noted in *Coming of [Information] Age in California Higher Education* (CPEC, 1997), the whole discussion of technology, which was largely confined to the distance learning concept over the past two decades, has broadened considerably into discussions of networking, interactive computerized instructional programs delivered on CD-ROM disks, and various other technological enhancements that can be utilized in classrooms, laboratories, libraries, and media centers. There is also a growing realization that while technology has the potential, and in a few cases the reality, of greatly enhanced teaching and learning, the enhancements in quality will carry a price tag. There may be long-range savings, but the initial investments in facilities and equipment will be considerable and will place strains, particularly on capital outlay budgets. However this ultimately plays out, it is clear that technology will not be an alternative to the construction of the new center, although it most certainly will be an integral part of the center's operation.

The final alternative in Criterion 7.1 is private fund raising, in which the district is actively involved. It is discussed below under Criterion 10 on page 33.

Geographic alternatives

Criterion 6.1 requires a cost-benefit analysis of alternative sites, for which the district has provided a comprehensive array of possibilities. It has been mentioned previously in this report that the district has been trying for many years to extend services to the north county region. These efforts have been frustrated largely by lack of funding and the absence of suitable locations. Those years of difficulty may have served to improve the district's overall planning process, however, as it is clear from the Needs Study that considerable care has gone into the selection of the Paso Robles property. That care includes appointment by the governing board of a Site Selection Committee consisting of balanced representation from the north county and Cuesta College, the determination of specific site selection criteria, the detailed review of 20 different sites, and negotiations over the price of the property. Of those 20 sites, the list was culled to 12 locations that received serious consideration.

The criteria for site selection shown in Display 8 are sensitive to the concerns of both the Board of Governors and the Commission. The cost of the site is not mentioned directly as a criterion or assumption, but it was clearly a large part of the district's thinking, given the continuing scarcity of resources.

The largest and smallest of the 12 "finalist" sites were both in Paso Robles, and ranged in size from 35 to 260 acres. Some were in good locations but were too expensive, improperly zoned, in flood plains, or in airport flight paths. Others were reasonably priced, but too small or in poor locations relative to the population and transportation arteries. In all probability, none was ideal in every respect, and the final site selected -- the Flately Site in Paso Robles -- is no exception. It is

DISPLAY 8 Criteria and Assumptions Used in the Search for a Permanent Site for the North County Center, San Luis Obispo County CCD

1. **A Planned Educational Program:** An educational master plan has been prepared for the initial phases of the North County Center[1].
2. **Administrative Structure:** For the foreseeable future, the new North County Center will be administered principally from the main campus. The Center will essentially operate as a second campus[2].
3. **State Codes:** The provision of the California Administrative Code, the California Education Code[3], and the site requirements of the Chancellor's Office must be considered.
4. **Local Political Climate:** Openness to growth and change in the local community is imperative if the new campus is to enjoy public support.
5. **Availability of Services:** These would include a sewer system of adequate capacity for the eventual planned capacity of the campus. Sites must be in a water and sewer district which is expected to be a viable course in the long run.
6. **Climatic Features:** Climatic features such as temperature and prevailing winds can affect the use of outdoor spaces and the building type. They can also affect operating costs.
7. **Geographic and Topographic Features:** The prime developable areas center on the Salinas River Valley[4] where level land and an adequate water supply are found.
8. **Terrain:** This is a major concern with regard to providing accessibility for the disabled. An effective college must have sufficient contiguous, buildable, level land to accommodate all of its buildings in a wheelchair-accessible manner. Also, site development costs tend to be much higher for hilly terrain.
9. **Size and Characteristics:** A center needs about 50 acres for an enrollment of about 2,500 students . . . It seems clear that the North County site will evolve into a full-scale campus. It should therefore provide contiguous, level, buildable land sufficient to dedicate at least 25 acres for buildings, 25 acres for parking, and 25-30 acres for physical education[5].
10. **Visibility from Access Routes:** Visibility from access routes is important to keep the college in the public eye and orient visitors and newcomers.
11. **Accessibility to Transportation Routes:** It is important that the new campus be located close to public and private transportation routes.
12. **Accessibility to Major Population Centers:** The campus site must be conveniently accessible to the major population centers of Paso Robles, Atascadero, Templeton, and Santa Margarita.
13. **Proximity to Population Centers:** Proximity to an urban center can draw a greater percentage of the population to the college, at the same time providing educational benefits to local businesses. Public transportation is usually more available near urban centers, and commuting times can be minimized.
14. **Adequate Distances from Other Colleges:** Campuses should be located approximately 40 minutes apart.

CPEC Footnotes:

1. See Page __ of this report for a discussion of the academic plan.
2. While the district may regard the North County Center as a second campus, it remains an educational center legally. The provision of administration from Cuesta College -- presumably with a dean or vice president in Paso Robles -- is consistent with the administration of an educational center.
3. The reference to the Education Code includes those code sections requiring CPEC review of new institutions.
4. The "Salinas River Valley" refers to the Atascadero/Paso Robles corridor in northern San Luis Obispo County.
5. Although 75 to 80 total acres is suggested for a full service community college, 100 acres is considered normative by Chancellor's Office and CPEC guidelines.

Source: San Luis Obispo County Community College District, 1997, pp. 35-36.

a good size at 82 acres, although 100 acres would be preferable, since it is proposed to be expanded eventually into a full-service college. It is flat and relatively near -- one mile -- the primary thoroughfare in the area, Highway 101, although it is not visible from that highway by drivers. Unlike some of the other sites, it has sewer and electrical power services on the site, plus commitments from the City of Paso Robles to provide water. The site is not properly zoned at present, but the City of Paso Robles appears to be supportive of zoning changes. Its greatest defect is probably access to the site from Highway 46, since an awkward left turn is required for those driving east to the site from the major population centers of the region. That access problem will ultimately require mitigation if the center is to grow to its full potential. There are no plans at present, however, to solve this problem.

Although not perfect, the Flately site does appear to be the only location without fatal flaws. Each of the others has at least one such flaw, as the following suggests:

Site No. 1: Only 35 buildable acres and no on-site infrastructure.

Site No. 2: Owners refused to sell property.

Site No. 3: Inaccessible; three miles from Highway 101.

Site No. 4: Fronted by a railroad right-of-way requiring construction of a grade crossing; only 60-80 usable acres.

Site No. 5: North of Paso Robles; poor access; zoned agricultural.

Site No. 6: Too small; price too high.

Site No. 7: Poor access via surface streets; hilly terrain.

Site No. 8: Too small at 50 acres; price too high.

Site No. 9: Too small at 66 acres; price too high.

Site No. 10: Agricultural zoning within Open Space Salinas River Area Plan; poor access; water and sewer services pose many difficulties.

Site No. 11: Property split by railroad right-of-way; half of the site is in a flood plain; within 20 minutes of Cuesta College.

Site No. 12: The Flately site, on which the district proposes to build the center.

All things considered, especially price, topography, and general location near major transportation arteries, the site chosen appears to be the best of the available alternatives.

Criterion 3 and 7
Educational equity and accessibility issues

3.1 The new institution must facilitate access for disadvantaged and historically underrepresented groups.

7.1 The physical, social, and demographic characteristics of the location and surrounding service areas for the new institution must be included.

7.2 There must be a plan for student, faculty, and staff transportation to the proposed location. Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included if appropriate. For locations that do not plan to maintain student on-campus residences, reasonable commuting time for students defined generally as not exceeding a 30-45 minute automobile drive (including time to locate parking) for a majority of the residents of the service area must be demonstrated.

Display 9 shows the racial-ethnic composition of Cuesta College students between 1991 and 1996. While not perfectly representative of the county's population, it does provide an indication of the diversity of the San Luis Obispo region. To these data, it should be added that the district is experiencing strong demand for English as a Second Language (ESL) courses. This information, combined with county planning data and on-site observations, suggests that the Hispanic/Latino population of the north county is growing rapidly and probably represents 15 to 20 percent of the population of that area. This is further confirmed by Display 10, which shows 1995 school enrollment in the north county area.

DISPLAY 9 Ethnicity of Cuesta College Students, 1991-96

	1991		1992		1993		1994		1995		1996	
Ethnicity	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
White	6,219	79.7%	6,442	79.8%	5,830	78.3%	5,989	75.6%	6,000	76.1%	6,172	76.2%
Hisp./Latino	709	9.1%	815	10.1%	838	11.3%	979	12.4%	1,012	12.8%	1,039	12.8%
Asian	229	2.9%	243	3.0%	259	3.5%	292	3.7%	275	3.5%	250	3.1%
Black	127	1.6%	125	1.5%	143	1.9%	181	2.3%	128	1.6%	146	1.8%
Filipino	92	1.2%	104	1.3%	95	1.3%	111	1.4%	97	1.2%	122	1.5%
Amer. Indian	104	1.3%	93	1.2%	87	1.2%	113	1.4%	117	1.5%	128	1.6%
Other	326	4.2%	254	3.1%	192	2.6%	252	3.2%	255	3.2%	241	3.0%
Total	7,806	100.0%	8,076	100.0%	7,444	100.0%	7,917	100.0%	7,884	100.0%	8,098	100.0%

Source: SLOCCD, 1997. p. 49.

In its Needs Study, the district makes a strong argument for the "proximity is destiny" phenomenon, and notes that one of its primary purposes in locating a permanent center in the north county area is to ease access to local residents, particularly for low-income students.

> Information provided in Chapter 1 (of the Needs Study) indicates that Paso Robles has the lowest per capita income of the incorporated cities in the county. This information, coupled with the low college participation rates of the North County region, clearly indicates that many potential students (including a substantial portion of low-income students) living in the North County are not being served.

DISPLAY 10 North San Luis Obispo County School Enrollments, 1995

School Level	White	Non-White: Hispanic	Non-White: Other Non-White	Total	Percent Ethnic Minority	Percent Hispanic
High School						
Shandon	106	41	3	150	29.3%	27.3%
Paso Robles	1,405	357	145	1,907	26.3%	18.7%
Templeton	452	60	25	537	15.8%	11.2%
Atascadero	1,364	592	246	2,202	38.1%	26.9%
Total	3,327	1,050	419	4,796		
Percent					30.6%	21.9%
Middle School						
Paso Robles	925	335	75	1,335	30.7%	25.1%
Templeton	384	38	16	438	12.3%	8.7%
Atascadero	872	86	31	989	11.8%	8.7%
Total	2,181	459	122	2,762		
Percent					21.0%	16.6%
Elementary School						
San Miguel	423	91	20	534	20.8%	17.0%
Paso Robles	1,650	771	224	2,645	37.6%	29.1%
Atascadero	2,900	312	111	3,323	12.7%	9.4%
Shandon	148	38	15	201	26.4%	18.9%
Templeton	757	65	30	852	11.2%	7.6%
Total	5,878	1,277	400	7,555		
Percent					22.2%	16.9%

Source: SLOCCCD, 1997; 1995 California Basic Educational Data System (CBEDS) Report.

> One of the principal reasons is the distance and driving time from the North County to Cuesta College, as well as the lack of adequate transportation. It is well known that community college students work at jobs outside of class hours. Commuting time makes it difficult for students to find additional hours for work, student, and family responsibilities. Students with dependents have the additional cost of child care for commuting time as well as class time. Public transportation to the South County is inadequate, and most low-income students do not have reliable private transportation. A factor which cannot be discounted is the very real physical and psychological barrier of the Cuesta Grade (SLOCCCD, 1997, p. 47).

In addition to the access issue, one of the primary reasons to create a permanent center in the North County -- as contrasted to outreach operations or distance learning -- is that it is possible to provide a comprehensive array of support servic-

es at a fixed site, and almost impossible to do so without one. The district's long-range plan envisions the center becoming a full college at some future date, and in part because of that ultimate objective, it has taken a long-range view of support services. During the first year of operation, the district plans a comprehensive array of student support services, including basic administrative services such as admissions and records; a counseling program (career, academic, and personal); Extended Opportunity Program and Services (EOPS); student financial aid, both loans and grants, with a full array of information on the Internet; a transfer center; learning skills services, including Disabled Student Programs and Services (DSPS); library services; assessment and matriculation services; and, student government. As a planning goal, it is an impressive and ambitious agenda, and it can only be hoped that the district will find sufficient funding to achieve the objectives it has set for itself.

Finally, the district is currently discussing public transportation issues with the appropriate transit authorities. It is anticipated that the transit authority will extend an existing bus route to the site. A letter from the Executive Director of the San Luis Obispo Council of Governments stated that: "The current site under evaluation (Flately) has an advantage of being the most transit-

serviceable site you have examined. It can be connected to regional bus system Route 9 at the end of the run."

While this is not quite the same as a full commitment to provide service, it would be unusual to have final agreements in place at this stage of a community college center's development. Normally, transportation arrangements are made after the site has received State approval, and even sometime after formal ground breaking.

Criterion 4
Academic planning

4.1 The programs projected for the new institution must be described and justified. An academic master plan, including a general sequence of program and degree level plans, and an institutional plan to implement such State goals as access; quality; intersegmental cooperation; and diversification of students, faculty, administration, and staff for the new institution, must be provided.

Academic programming in the San Luis Obispo County Community College District has been guided since 1991 by a comprehensive educational and facilities master plan (SLOCCCD, 1991). That plan recognized the need for a center in the Salinas River area of the north county, as did the Board of Governors in its own 1991 long-range plan, with the latter calling for a permanent center to be built some time between 1995 and 2000 (BOG, 1991).

The academic and facilities plan contains a mission statement that will, by reference, become the mission statement for the North County Center. It is sufficiently focused and concise to deserve a direct quotation, and is presented below:

Mission

The primary mission of the college is twofold:

1. **The provision of curricula in arts and sciences.** The college offers courses which satisfy lower division general education requirements and leading to upper division courses, and which are equivalent to those available in the lower division at four-year colleges and universities; and

2. **The provision of courses and programs in occupational education.** The college provides technical and occupational course work to prepare students for employment and to further occupational competence through advanced training and retraining.

Other important and essential functions of the college are the provision of instructional support services, remediation, and instruction in English as a Second Language. The college maintains appropriate services and resources for students, including those with special needs, to help them determine and achieve educational and occupational goals.

The college also provides continuing education programs and activities which meet cultural, educational, and recreational needs and interests of the community.

(Source: SLOCCCD, 1997, p. 59 -- bold type emphasis is from the district.)

Structure of the academic plan

The fundamental structure of the academic plan for the Atascadero/Paso Robles region has changed little in the intervening six years, with the notable exception of the district's plan to create technology/learning centers at both Cuesta College and the North County Center. Those centers, which will be interlinked, are intended to serve a number of purposes:

- Student access to computers for independent study and homework assignments;
- Student access to scheduled computer-based courses;
- Scheduled instruction in the use of computers and related equipment;
- Establishment of partnerships with private businesses;
- Eventual creation of a full range of telecommuting services, with the college as the hub;
- Broadcast of distance learning courses; and
- Teleconferencing for learning/instruction; intra-campus, inter-campus, and inter-college business; college/business relationships; and services to businesses.

The district discussed in 1991, and has reiterated in its 1997 Needs Study, its plan to provide as comprehensive a program for the North County Center as possible. That program is intended to include the following elements:

- Complete basic curriculum and services;
- Complete general education curriculum, including basic college transfer courses;

- Entry-level laboratory courses;
- High-demand vocational courses and programs, including telecommunications technology;
- Vocational programs that respond to local needs;
- Comprehensive physical education program except for intercollegiate athletics;
- Library, bookstore, and food services; and
- Local student services.

Academic courses

The Needs Study contains comprehensive information, derived mostly from the 1991 plan, on the types of programs it plans to offer at the center and the approximate dates when those programs are to be implemented. It contains six displays with program implementation dates extended as far forward as the year 2020, and follows that with additional displays describing the proposed student services offerings discussed above. Display 11 shows an example of the kind of comprehensive planning in which the district has now been engaged for virtually the entire decade.

Because Display 11 is an example, it indicates only the disciplines of biological sciences, business education, and fine arts, but offerings are also planned in human development (e.g. early childhood education, interior design, and nutrition), language arts, mathematics, nursing, engineering and technology, physical education, physical science, and social science. Further, the Needs Study links all academic programs to physical facility needs -- an integration all too uncommon in community college planning, but most welcome in the current case. Finally, the district commits itself to complying with the program review process as circumstances arise, a process that requires approval of new programs by the Chancellor's Office and review and concurrence on such programs by the California Postsecondary Education Commission.

Criterion 5
Funding issues

5.1 A cost analysis of both capital outlay estimates and projected support costs for the new institution, and possible options for alternative funding sources, must be provided.

On the support budget side of the ledger, there are essentially no issues, as virtually all support for the center will be derived from State apportionments -- Proposition 98 allocations -- and local property tax revenues based on full-time-equivalent students. Some additional resources may come from private fund raising.

The district presented a display that calls for the expenditure of $18,115,000 for construction of the North County Center over a period of seven years beginning in 1997-98. It is presented on the next page as Display 12.

DISPLAY 11 San Luis Obispo County CCD Projections of Academic Programs for the North County Center: Biological Services, Business Education, Fine Arts

	Year		
Division/Program Offered	**2000**	**2010**	**2020**
Biological Sciences			
Biology	L	FP	M
Environmental Science	L	FP	M
Business Education:			
Business Administration	FP	M	M
Computer Information Science	FP	M	M
Economics	L	M	M
Management	FP	M	M
Office Administration Technology	FP	M	M
Fine Arts			
Art	L	A	M
Drama	L	A	M
Music	L	A	M

A: Add a course(s) to increases the offering for students.
FP: Indicates a complement of courses which constitute a full program.
L: Limited courses carefully selected for the conditions of the time and place to be offered.
M: The existing program, or any modifications recommended, is to be maintained and generally allowed to grow in enrollment consistent with the overall campus growth.

Source: SLOCCCD, 1997, p. 62.

DISPLAY 12 San Luis Obispo County County Community College District Construction and Funding Schedule: North County Center

			Source	Year (Amounts in Thousands of Dollars)						
Project Description	**Cost (000s)**	**ASF[1]**	**of Funds**	**97-98**	**98-99**	**99-00**	**00-01**	**01-02**	**02-03**	**03-04**
Site Acquisition	$475	0	Local/ State	$475						
Site development, temporary campus	$500	0	Local	$500						
Construction, Temporary Campus (Modular)	$960	18,000	Local	$1,300						
Planning and working drawings Initial facilities	$1,180	0	State		Occu-pancy Fall Term					
Construction, initial facilities	$13,000	40,000	State			$460	$720			
Equipment, initial facilities	$2,000	0	State					$13,000	$2,000	
Total/Other	**$18,115**	**58,000**								Occupancy Fall Term

Source: SLOCCCD, 1997, p. 81.

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Criterion 8
Environmental and social impact

8.1 The proposal must include a copy of the final environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public.

In most cases, the Commission is interested in seeing an Environmental Impact Report for the specific site, not because the Commission is or desires to be a "responsible agency" within the meaning of the California Environmental Quality Act (CEQA), but because an EIR often points out situations and circumstances that are responsive to the Commission's review criteria. Over the years, EIR's have been particularly relevant with regard to transportation access.

In the case at hand, the district offered the following comments in its Needs Study:

> The proposed site is located within an approved specific plan area, having been designated as an area for a large-lot rural residential subdivision. An Environmental Impact Report (EIR) was prepared as part of the specific Plan process in 1989. No significant issues or geological hazards were exposed during that process.

The District is requesting that the property be rezoned to Public Facilities, which requires a General Plan amendment, supplemental EIR, amendment to the Specific Plan, a conditional use permit, and a Planned Development Submittal. The City of Paso Robles is acting as the lead agency in this process and is making every effort to assure that the North County Center is located within the city limits. The District has submitted its development scope to initiate the EIR process, with completion anticipated in November 1997 (SLOCCCD, 1997, p. 79).

It is clear from this statement that no specific EIR exists, nor will exist, for some time to come, as there are a number of local government issues that need to be resolved, particularly rezoning and the General Plan amendment. However, since the Commission's primary interest in the environmental impact process relates to transportation and access issues, and since those have been thoroughly discussed elsewhere in the district's Needs Study, the need for an official EIR is substantially reduced. Its absence does not constitute a insurmountable barrier to the district's ability to move forward with its planning for the center.

The Commission is interested in any and all subsequent EIR processes, however, in part because there are known difficulties with the primary access road to the site, and in part because the size of the site suggests that the district may return to both the Board of Governors and the Commission with a subsequent proposal to convert the educational center to a full-service community college. Should such a conversion be proposed, environmental issues, particularly in the area of transportation access, would become an important element of a new Letter of Intent and Needs Study processes.

Criteria 9
Effects on other institutions

9.1 Other systems, institutions, and the community in which the new institution is to be located should be consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals.

9.3 The establishment of a new community college must not reduce existing and projected enrollments in adjacent community colleges either within the district proposing the new college or in adjacent districts to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

The district has received widespread support from any number of sources for its proposed new educational center, as Display 13 on page 32 indicates.

The district also included a number of press clippings and editorials from local newspapers, all indicating strong support for construction of the center.

In spite of this support, however, there is one voice of opposition to the proposal: Mr. Emile LaSalle, who is a private citizen living in the Atascadero area, has a number of procedural, fiscal, and logistical objections to the site chosen by the district's governing board, all of which he submitted to the Commission in a letter dated January 15, 1997. Commission staff spoke with Mr. LaSalle at length, and believes that his objections can be summarized as follows: (1) he thinks the site search committee had inadequate representation from the Atascadero area; (2) the district did not permit sufficient community involvement through "town hall" meetings; (3) neither the district governing board nor its administration responded satisfactorily to his objections; (4) the site is not visible to drivers by from either Highway 101 or Highway 46; (5) the road accessing the site, Highway 46, is excessively congested and dangerous; (6) the purchase price of the Paso Robles site is excessive; and, (7) there is a better site in Templeton.

As noted, Commission staff spoke with Mr. LaSalle concerning his objections, but has not found them to be persuasive. First, all of the available evidence indicates that the district has engaged in a reasonable process of review and afforded the public an adequate chance to address both the governing board and the district administration. Second, while the chosen site is not visible from Highway 101, it is directly adjacent to Highway 46, and once built, the center will probably be clearly visible from that thoroughfare. In addition, there is no requirement in the Commission's guidelines that a site be visible from any highway, only that it be reasonable accessible. The chosen site meets that criterion quite adequately. Third, while there have been accidents on Highway 46, Mr. LaSalle's characterization of the highway as a "blood alley" appears to be excessive and is not a perception shared by responsible local officials.

Further, the logistical difficulty Mr. LaSalle mentions was readily acknowledged by the district in its Needs Study. It does represent a problem that needs to be

DISPLAY 13 Letters of Support Received by the San Luis Obispo Community College District for the Proposed North County Center in Paso Robles

Chambers of Commerce

Ron Hamilton, President, and Sheree Davis, Executive Director: Paso Robles Chamber of Commerce
Micki Ready, Executive Manager, Atascadero Chamber of Commerce
Maggie Rice Vandergon, Executive Manager (retired), Atascadero Chamber of Commerce

Community Leaders

Dr. Rene H. Bravo, Pediatric Associates; Atascadero, Arroyo Grande, and San Luis Obispo
Dr. B.R. Bryand, Paso Robles Veterinary Medical Clinic, Paso Robles
Pete J. And Lorraine Cagliero, Caglliero Ranches, San Miguel
John A. And Berna W. Dallons, Western Quartz Products, Paso Robles
Phyllis and Warren Dorn, Morro Bay Beautiful, Morro Bay
Henry Engen, AICP consulting planner, Atascadero
Paul L. Hood, Local Agency Formation Commission
Patrick J. And A. June Mackie, Paso Robles Pet Boarding, Paso Robles
Tom Martin, President, Martin Brothers Winery
Harold Miossi, Retired, San Luis Obispo

Educational Institutions

Dr. Warren J. Baker, President, California Polytechnic State University, San Luis Obispo
Joseph K. Boeckz, Superintendent, Lucia Mar Unified School District, Arroyo Grande
Dr. David Cothrun, Superintendent/President, West Kern Community College District, Taft
Julian D. Crocker, Superintendent, Paso Robles Public Schools
Dr. Curtis Dubost, Superintendent, Templeton Unified School District, Templeton
Dr. Ann Foxworthy, Superintendent/President, Allan Hancock College, Santa Maria
Dr. Frank Gornick, President, West Hills Community College District, Coalinga
Dr. Edward O. Gould, Superintendent/President, Monterey Peninsula College, Monterey
Dr. George G. Gowgani, Associate Dean, College of Agriculture, California Polytechnic State University, San Luis Obispo
Dr. Kenneth F. Palmer, Superintendent, San Luis Obispo County Schools
Dr. Vera Wallen, Superintendent, Coast Union High School District, Cambria
Dr. Edward Denton, Superintendent, San Luis Coastal Unified School District
Dr. Judy A. Randazzo, Superintendent, Atascadero Unified School District

Government

David Blakely, Supervisor, San Luis Obispo Board of Supervisors
Tom J. Bordonaro, Jr., Assemblyman, Thirty-Third District
Ronald L. DeCarli, Executive Director, San Luis Obispo Council of Governments
Jon DeMorales, Executive Director, Atascadero State Hospital
Ray Johnson, Mayor, City of Atascadero
Senator Jack O'Connell, Eighteenth Senatorial District, California State Senate
Harry L. Ovitt, Supervisor, San Luis Obispo County Board of Supervisors

addressed, but it can be corrected by construction of an appropriate left turn lane and signal. Finally, although the Commission has not visited the Templeton site Mr. LaSalle prefers, its $1.3 million price tag renders it virtually unobtainable even if it offered somewhat superior features to the Paso Robles site. Finally, given Mr. LaSalle's proposal for a more expensive site, his contention that the district is paying too much for the Paso Robles site seems specious.

As to the possibility of unreasonable conflict with neighboring districts or institutions, there appears to be little possibility of such an occurrence. Not only has the San Luis Obispo County district received many letters of support from the districts nearest its service area, the distances involved between the center and the nearest community colleges -- these range from 65 to 122 miles -- are such as to obviate virtually any possibility of programmatic or geographic conflict.

Criterion 10
Economic efficiency

10.1 Since it is in the best interests of the State to encourage maximum economy of operation, priority shall be given to proposals for new institutions where the State of California is relieved of all or part of the financial burden. When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied.

10.2 A higher priority shall be given to projects involving intersegmental cooperation, provided the systems or institutions involved can demonstrate a financial savings or programmatic advantage to the State as a result of the cooperative effort.

In several recent cases of community college educational centers, districts have been successful in obtaining outright gifts of land (e.g. Kern CCD), grants of land and some infrastructure commitments from developers (e.g. Antelope Valley CCD), or long-term lease agreements at token rentals with options to purchase at a later date (e.g. Solano). In addition, local communities have often been willing to provide some funding for infrastructure development offered services at reduced rates in order to attract community college services (e.g. Riverside CCD).

In the present case, a local family -- John and Berna Dallons -- purchased a site at a price that the district believes is below-market value and agreed to hold the property for one year to see if the district could raise sufficient funds to purchase it. The Dallons have agreed to sell the property to the district for exactly the same price as they purchased it. This suggests that the Dallons, at least, are taking a loss in the form of interest payments and property taxes for the year or so that they have owned the property.

Assuming the site is actually purchased from the Dallons family, other contributions for various purposes may still come. The district has been actively engaged in fund raising for some time and the prospect of a permanent center in the north county could provide an additional focus for these efforts to supplement State

appropriations for equipment or even added or enhanced facilities. Given the seemingly permanent shortage of capital outlay funding, the district will certainly be in the position to posit that a quality program could depend on supplemental capital outlay funding from private sour 's.

Appendix A

Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers

Introduction[1]

Commission responsibilities and authority regarding new campuses and centers

Section 66904 of the California Education Code expresses the intent of the Legislature that the sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission:

> It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University, and the classes of off-campus centers as the Commission shall determine, shall not be authorized or acquired unless recommended by the Commission.
>
> It is further the intent of the Legislature that California community colleges shall not receive State funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the Commission. Acquisition or construction of non-State-funded community colleges, branches and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the Commission.

Evolution and purpose of the guidelines

In order to carry out its given responsibilities in this area, the Commission adopted policies relating to the review of new campuses and centers in April 1975 and revised those policies in September 1978 and September 1982. Both the 1975 document and the two revisions outlined the Commission's basic assumptions under which the guidelines and procedures were developed and then specified the proposals subject to Commission review, the criteria for reviewing proposals, the schedule to be followed by the segments when submitting proposals, and the contents of the required "needs studies."

In 1990, the Commission approved a substantive revision of what by then was called *Guidelines for Review of Proposed Campuses and Off-Campus Centers*. Through that revision, the Commission sought to incorporate a statewide planning agenda into the quasi-regulatory function the guidelines have always represented, and the result was a greater systemwide attention to statewide perspectives than had previously been in evidence. These new guidelines called for a statewide plan from each of the systems, then a "Letter of Intent" that identified a system's plans to create one or more new institutions, and finally, a formal needs study for the proposed new institution that would provide certain prescribed data elements and satisfy specific criteria. At each stage of this process, the Commission would be able to comment either positively or negatively, thereby ensuring that planning for a new campus or center would not proceed to a point where it could not be reversed should the evidence indicate the necessity for a reversal.

This three-stage review concept statewide plan, preliminary review, then final review appears to be fundamentally sound, but some clarifications of the 1990 document have nevertheless become essential, for several reasons:

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1 Adapted from: California Postsecondary Education Commission: CPEC Report 92-18, August 1992.

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- In those *Guidelines*, the Commission stated only briefly its requirements for a statewide plan and for letters of intent. These requirements warrant greater clarification, particularly regarding the need for intersystem cooperation, to assist the systems and community college districts in the development of proposals.

- The 1990 *Guidelines* assumed that a single set of procedures could be applied to all three public systems. In practice, this assumption was overly optimistic, and this 1992 revision more specifically recognizes the major functional differences among the three systems.

- The procedures for developing enrollment projections need to be altered to account for the curtailment of activities created by the severe staffing reductions at the Demographic Research Unit of the Department of Finance, which have eliminated its ability to make special projections for community college districts and reduced its capacity to project graduate enrollments.

- The unprecedented number of proposals emanating from the community colleges, as well as the staff reductions experienced by the Commission, require a streamlining of the approval process. Consequently, certain timelines have been shortened, and all have been clarified as to the duration of review at each stage of the process.

- Over the years, the distinctions among several terms, such as college," "center," and "institution," have become unclear.

By 1992, experience with the 1990 procedures suggested that they needed revision in order to overcome these problems and accommodate the changed planning environment in California, particularly related to California's diminished financial resources and growing college-age population.

Policy assumptions used in developing these guidelines

The following six policy assumptions are central to the development of the procedures and criteria that the Commission uses in reviewing proposals for new campuses and off-campus centers:

1. It is State policy that each resident of California who has the capacity and motivation to benefit from higher education will have the opportunity to enroll in an institution of higher education. The California Community Colleges shall continue to be accessible to all persons at least 18 years of age who can benefit from the instruction offered, regardless of district boundaries. The California State University and the University of California shall continue to be accessible to first-time freshmen among the pool of students eligible according to Master Plan eligibility guidelines. Master Plan guidelines on undergraduate admission priorities will continue to be (1) continuing undergraduates in good standing; (2) California residents who are successful transfers from California public community colleges; (3) California residents entering at the freshman or sophomore level; and (4) residents of other states or foreign countries.

2. The differentiation of function among the systems with regard to institutional mission shall continue to be as defined by the State's Master Plan for Higher Education.

3. The University of California plans and develops its campuses and off-campus centers on the basis of statewide need.

4. The California State University plans and develops its campuses and off-campus centers on the basis of statewide needs and special regional considerations.

5. The California Community Colleges plan and develop their campuses and off-campus centers on the basis of local needs.

6. Planned enrollment capacities are established for and observed by all campuses of public postsecondary education. These capacities are determined on the basis of statewide and institutional economies, community and campus environment, physical limitations on campus size, program requirements and student enrollment levels, and internal organization. Planned enrollment capacities are established by the governing boards of community college districts (and reviewed by the Board of Governors of the California Community Colleges), the Trustees of the California State University, and the Regents of the University of California.

Definitions

For the purposes of these guidelines, the following definitions shall apply:

Outreach Operation (all systems): An outreach operation is an enterprise, operated away from a community college or university campus, in leased or donated facilities, which offers credit courses supported by State funds, and which serves a student population of less than 500 full-time-equivalent students (FTES) at a single location.

Educational Center (California Community Colleges): An educational center is an off-campus enterprise owned or leased by the parent district and administered by a parent college. The center must enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president, chancellor, or superintendent), and offer programs leading to certificates or degrees to be conferred by the parent institution.

Educational Center (The California State University): An educational center is an off-campus enterprise owned or leased by the Trustees and administered by a parent State University campus. The center must offer courses and programs only at the upper division and graduate levels, enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president), and offer certificates or degrees to be conferred by the parent institution. Educational facilities operated in other states and the District of Columbia shall not be regarded as educational centers for the purposes of these guidelines, unless State capital outlay funding is used for construction, renovation, or equipment.

Educational Center (University of California): An educational center is an off-campus enterprise owned or leased by the Regents and administered by a parent University campus. The center must offer courses and programs only at the upper division and graduate levels, enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration typically headed by a dean or director, but not by a chancellor), and offer certificates or degrees to be conferred by the parent institution. Organized Research Units (ORUs) and the Northern and Southern Regional Library Facilities shall not be regarded as educational centers. Educational facilities operated in other states and the District of Columbia shall not be regarded as educational centers unless State capital outlay funding is used for construction, renovation, or equipment.

College (California Community Colleges): A full-service, separately accredited, degree and certificate granting institution offering a full complement of lower-division programs and services, usually at a single campus location owned by the district; colleges enroll a minimum of 1,000 full-time-equivalent students. A

college will have its own administration and be headed by a president or a chancellor.

University Campus (University of California and The California State University): A separately accredited, degree-granting institution offering programs at the lower division, upper division, and graduate levels, usually at a single campus location owned by the Regents or the Trustees; university campuses enroll a minimum of 1,000 full-time-equivalent students. A university campus will have its own administration and be headed by a president or chancellor.

Institution (all three systems): As used in these guidelines, "institution" refers to an educational center, a college, or a university campus, but not to an outreach operation.

Projects subject to Commission review

New institutions (educational centers, campuses, and colleges) are subject to review, while outreach operations are not. The Commission may, however, review and comment on other projects consistent with its overall State planning and coordination role.

Stages in the review process

Three stages of systemwide responsibility are involved in the process by which the Commission reviews proposals for new institutions: (1) the formulation of a long-range plan by each of the three public systems; (2) the submission of a "Letter of Intent to Expand" by the systemwide governing board; and (3) the submission of a "Needs Study" by the systemwide governing board. Each of these stages is discussed below.

1. *The systemwide long-range plan*

Plans for new institutions should be made by the Regents, the Trustees, and the Board of Governors only after the adoption of a systemwide plan that addresses total statewide long-range growth needs, including the capacity of existing institutions to accommodate those needs. Each governing board should submit its statewide plan to the Commission for review and comment (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) before proceeding with plans for the acquisition or construction of new institutions. Each system must update its systemwide long-range plan every five years and submit it to the Commission for review and comment.

Each systemwide long-range plan should include the following elements:

- For all three public systems, a 15-year undergraduate enrollment projection for the system, presented in terms of both headcount and full-time-equivalent students (FTES). Such projections shall include a full explanation of all assumptions underlying them, consider the annual projections developed by the Demographic Research Unit of the Department of Finance, and explain any significant departures from those projections.

- For the University of California and the California State University, a systemwide 15-year graduate enrollment projection, presented with a full explanation of all assumptions underlying the projection.

- Each of the three public systems should provide evidence within the long-range plan of cooperative planning with California's other public systems, such as documentation of official contacts, meetings, correspondence, or other efforts to integrate its own planning with the planning efforts of the other public systems and with any independent colleges and universities in the area. The physical capacities of existing independent colleges and universities should

be considered. If disagreements exist among the systems regarding such matters as enrollment projections or the scope, location, construction, or conversion of new facilities, the long-range plan should clearly state the nature of those disagreements.

- For all three public systems, the physical and planned enrollment capacity of each institution within the system. Physical capacity shall be determined by analyzing existing capacity space plus funded capacity projects. Planned enrollment capacity shall be the ultimate enrollment capacity of the institution as determined by the respective governing board of the system -- Regents, Trustees, or Board of Governors.

- For all three public systems, a development plan that includes the approximate opening dates (within a range of plus or minus two years) of all new institutions -- educational centers, community colleges, and university campuses; the approximate capacity of those institutions at opening and after five and ten years of operation; the geographic area in which each institution is to be located (region of the State for the University of California, county or city for the California State University, and district for community colleges); and whether a center is proposed to be converted into a community college or university campus within the 15-year period specified.

- A projection of the capital outlay cost (excluding bond interest) of any new institutions proposed to be built within the 15-year period specified, arrayed by capacity at various stages over the fifteen-year period (e.g. opening enrollment of 2,000 FTES; 5,000 FTES five years later, etc.), together with a statement of the assumptions used to develop the cost projection.

- A projection of the ongoing capital outlay cost (excluding bond interest) of existing institutions, arrayed by the cost of new space to accommodate enrollment growth, and the cost to renovate existing buildings and infrastructure, together with a statement of the assumptions used to develop the cost projection, and with maintenance costs included only if the type of maintenance involved is normally part of a system's capital outlay budget.

2. *The "Letter of Intent to Expand"*

New university campuses. No less than five years prior to the time it expects its first capital outlay appropriation, the Regents or the Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information:

- A preliminary ten-year enrollment projection for the new university campus (from the campus's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.

- The geographic location of the new university campus (region of the State for the University of California and county or city for the California State University).

- If the statewide plan envisions the construction or acquisition of more than one new institution, the reason for prioritizing the proposed university campus ahead of other new institutions should be specified.

- A time schedule for development of the new university campus, including preliminary

dates and enrollment levels at the opening, final buildout, and intermediate stages.

- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of the resolution by the governing board authorizing the new university campus.
- Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, and road and highway configurations.

Conversion by the University of California or the California State University of an existing educational center to a university campus. No less than three years prior to the time it expects to enroll lower division students for the first time, the Regents or the Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information:

- The complete enrollment history (headcount and full-time-equivalent students) or the previous ten years history (whichever is less) of the educational center. A preliminary ten-year enrollment projection for the new university campus (from the campus's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.
- If the statewide plan envisions the construction or acquisition of other new institution(s), the reason for prioritizing the proposed university campus ahead of other new institutions should be specified.
- A time schedule for converting the educational center and for developing the new university campus, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation for the new university campus.
- A copy of the resolution by the governing board authorizing conversion of the educational center to a university campus.
- Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, and road and highway configurations.

New educational centers of the University of California and the California State University. No less than two years prior to the time it expects its first capital outlay appropriation, the Regents or the Trustees should submit to the Commission with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information:

- A preliminary five-year enrollment projection for the new educational center (from the center's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.
- The location of the new educational center in terms as specific as possible. An area not exceeding a few square miles in size should be identified.

- If the statewide plan envisions the construction or acquisition of more than one new institution, the reasons for prioritizing the proposed educational center ahead of other new institutions should be specified.
- A time schedule for development of the new educational center, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of the resolution by the governing board authorizing the new educational center.
- Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, and road and highway configurations.

New California Community Colleges: No less than 36 months prior to the time it expects its first capital outlay appropriation, the Board of Governors of the California Community Colleges should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information:

- A preliminary ten-year enrollment projection for the new college (from the college's opening date), developed by the district and/or the Chancellor's Office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The Chancellor's Office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.
- The location of the new college in terms as specific as possible, usually not exceeding a few square miles.
- A copy of the district's most recent five-year capital construction plan.
- If the statewide plan envisions the construction or acquisition of more than one new institution within the 15-year term of the plan, the plan should prioritize the proposed new colleges in terms of three five-year intervals (near term, mid term, and long term). Priorities within each of the five-year periods of time shall be established through the Board of Governors five-year capital outlay planning process required by Supplemental Language to the 1989 Budget Act.
- A time schedule for development of the new college, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of the resolution by the local governing board authorizing the new college.
- Maps of the area in which the proposed new college is to be located, indicating population densities, topography, and road and highway configurations.

New California Community College educational centers: No less than 18 months prior to the time it expects its first capital outlay appropriation, the Board of Governors of the California Community Colleges should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information:

- A preliminary five-year enrollment projection for the new educational center (from

the center's opening date), developed by the district and/or the Chancellor's Office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The Chancellor's Office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.

- The location of the new educational center in terms as specific as possible, usually not exceeding a few square miles.
- A copy of the district's most recent five-year capital construction plan.
- If the statewide plan envisions the construction or acquisition of more than one new institution within the 15-year term of the plan, the plan should prioritize the proposed new centers in terms of three five-year intervals (near term, mid term, and long term). Priorities within each of the five-year periods of time shall be established through the Board of Governors five-year capital outlay planning process required by Supplemental Language to the 1989 Budget Act.
- A time schedule for development of the new educational center, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of the resolution by the local governing board authorizing the new educational center.
- Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, and road and highway configurations.

3. *Commission response to the "Letter of Intent to Expand"*

Once the "Letter of Intent to Expand" is received, Commission staff will review the enrollment projections and other data and information that serve as the basis for the proposed new institution. If the plans appear to be reasonable, the Commission's executive director will advise the systemwide chief executive officer to move forward with site acquisition or further development plans. The Executive Director may in this process raise concerns about defects in the Letter of Intent to Expand that need to be addressed in the planning process. If the Executive Director is unable to advise the chief executive officer to move forward with the expansion plan, he or she shall so state to the chief executive officer prior to notifying the Department of Finance and the Legislature of the basis for the negative recommendation. The Executive Director shall respond to the chief executive officer, in writing, no later than 60 days following submission of the Letter of Intent to Expand to the Commission.

4. *Development of the "needs study"*

Following the Executive Director's preliminary recommendation to move forward, the systemwide central offices shall proceed with the final process of identifying potential sites for the new institution. If property for the new institution is already owned by the system, alternative sites must be identified and considered in the manner required by the California Environmental Quality Act. So as to avoid redundancy in the preparation of information, all materials germane to the environmental impact report process shall be made available to the Commission at the same time that they are made available to the designated responsible agencies. Upon approval of the environmental impact report by the lead agency, the systemwide central office shall forward the final environmental impact report for the site as well as the final needs study for the new institution to the Commission. The needs study must respond fully to each of the criteria outlined below, which collectively will

constitute the basis on which the proposal for the new institution will be evaluated. The needs study shall be complete only upon receipt of the environmental impact report, the academic master plan, the special enrollment projection approved by the Demographic Research Unit, and complete responses to each of the criteria listed below.

5. *Commission action*

Once the Commission has received the completed needs study, the Excessive Director shall certify the completeness of that Needs Study to the systemwide chief executive officer. The Commission shall take final action on any proposal for a new institution according to the following schedule:

New university campus:

University of California: One Year
The California State University: One Year

New college:

California Community Colleges: Six Months

New Educational Center:

University of California: Six Months
The California State University: Six Months
California Community Colleges: Four Months

Once the Commission has taken action on the proposal, the Executive Director will notify the appropriate legislative committee chairs, the Department of Finance, and the Office of the Legislative Analyst.

Criteria for evaluating proposals

As stated in Sections 66903[2a] and 66903[5] of the Education Code, the Commission's responsibility is to determine "the need for and location of new institutions and campuses of public higher education." The criteria below follow that categorization:

Criteria related to need

1. Enrollment projections

1.1 Enrollment projections must be sufficient to justify the establishment of the "new institution," as that term is defined above. For a proposed new educational center, enrollment projections for each of the first five years of operation (from the center's opening date), must be provided. For a proposed new college or university campus, enrollment projections for each of the first ten years of operation (from the college's or campus's opening date) must be provided. When an existing educational center is proposed to be converted to a new college or university campus, the center's previous enrollment history, or the previous ten year's history (whichever is less) must also be provided.

As the designated demographic agency for the State, the Demographic Research Unit has the statutory responsibility for preparing systemwide and district enrollment projections. For a proposed new institution, the Unit will approve all projections of undergraduate enrollment developed by a systemwide central office of one of the public systems or by the community college district proposing the new institution. The Unit shall provide the systems with advice and instructions on the preparation of enrollment projections. Community College projections shall be developed pursuant to the Unit's instructions.

Undergraduate enrollment projections for new institutions of the University of California and the California State University shall be presented in terms of headcount and full-time-equivalent students (FTES). Lower-division enrollment projections for new institutions of the California Community Colleges shall be presented in terms of headcount students. Weekly Student

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Contact Hours (WSCH), and WSCH per headcount student.

Graduate and professional student enrollment projections shall be prepared by the systemwide central office proposing the new institution. In preparing these projections, the specific methodology and/or rationale generating the projections, an analysis of supply and demand for graduate education, and the need for new graduate and professional degrees, must be provided.

1.2 For a new University of California campus, statewide enrollment projected for the University should exceed the planned enrollment capacity of existing University campuses and educational centers as defined in the systemwide long-range plan developed by the Regents pursuant to Item 1 of these guidelines. If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide needs for the establishment of the new university campus must be demonstrated. In order for compelling statewide needs to be established, the University must demonstrate why these needs deserve priority attention over competing systemwide needs for both support and capital outlay funding.

1.3 For a new University of California educational center, statewide enrollment projected for the University should exceed the planned enrollment capacity of existing University campuses and educational centers as defined in the systemwide long-range plan developed by the Regents pursuant to Item 1 of these guidelines. If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide needs for the establishment of the new educational center must be demonstrated. In order for compelling statewide needs to be established, the University must demonstrate why these needs deserve priority attention over competing needs in other sectors of the University for both support and capital outlay funding.

1.4 For a new California State University campus, statewide enrollment projected for the State University system should exceed the planned enrollment capacity of existing State University campuses and educational centers as defined in the systemwide long-range plan developed by the Board of Trustees pursuant to Item 1 of these guidelines. If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated. In order for compelling regional needs to be demonstrated, the system must specify why these regional needs deserve priority attention over competing needs in other sectors of the State University system for both support and capital outlay funding.

1.5 For a new California State University educational center, statewide enrollment projected for the State University system should exceed the planned enrollment capacity of existing State University campuses and educational centers as defined in the systemwide long-range plan developed by the Board of Trustees pursuant to Item 1 of these guidelines. If the statewide enrollment projection does not exceed the planned enrollment capacity for the State University system, compelling statewide or regional needs for the establishment of the new educational center must be demonstrated. In order for compelling statewide or regional needs to be established, the State University must demonstrate why these needs deserve priority attention over competing needs in other sectors of the University for both support and capital outlay funding.

1.6 For a new community college or educational center, enrollment projected for the district proposing the college or educational center should exceed the planned enrollment capacity of existing district colleges and educational centers. If the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or educational centers,

compelling regional or local needs must be demonstrated. The district shall demonstrate local needs by satisfying the requirements of the criteria specified in these guidelines. Regional and statewide needs shall be demonstrated by the Board of Governors through the long-range planning process.

2. Programmatic alternatives

2.1 Proposals for new institutions should address at least the following alternatives: (1) the possibility of establishing an educational center instead of a university campus or community college; (2) the expansion of existing institutions; (3) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months; (4) the shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions; (5) the use of nontraditional modes of instructional delivery, such as "colleges without walls" and distance learning through interactive television and computerized instruction; and (6) private fund raising or donations of land or facilities for the proposed new institution.

3. Serving the disadvantaged

3.1 The new institution must facilitate access for disadvantaged and historically underrepresented groups.

4. Academic planning and program justification

4.1 The programs projected for the new institution must be described and justified. An academic master plan, including a general sequence of program and degree level plans, and an institutional plan to implement such State goals as access; quality; intersegmental cooperation; and diversification of students, faculty, administration, and staff for the new institution, must be provided.

5. Consideration of needed funding

5.1 A cost analysis of both capital outlay estimates and projected support costs for the new institution, and possible options for alternative funding sources, must be provided.

Criteria related to location

6. Consideration of alternative sites

6.1 A cost-benefit analysis of alternatives, including a consideration of alternative sites for the new institution, must be articulated and documented. This criterion may be satisfied by the Environmental Impact Report, provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites.

7. Geographic and physical accessibility

7.1 The physical, social, and demographic characteristics of the location and surrounding service areas for the new institution must be included.

7.2 There must be a plan for student, faculty, and staff transportation to the proposed location. Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included if appropriate. For locations that do not plan to maintain student on-campus residences, reasonable commuting time for students defined generally as not exceeding a 30-45 minute automobile drive (including time to locate parking) for a majority of the residents of the service area must be demonstrated.

8. Environmental and social impact

8.1 The proposal must include a copy of the final environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public.

9. Effects on other institutions

9.1 Other systems, institutions, and the community in which the new institution is to be located should be consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals.

9.2 The establishment of a new University of California or California State University campus or educational center must take into consideration the impact of a new facility on existing and projected enrollments in the neighboring institutions of its own and of other systems.

9.3 The establishment of a new community college must not reduce existing and projected enrollments in adjacent community colleges either within the district proposing the new college or in adjacent districts to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

Other considerations

10. Economic efficiency

10.1 Since it is in the best interests of the State to encourage maximum economy of operation, priority shall be given to proposals for new institutions where the State of California is relieved of all or part of the financial burden. When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied.

10.2 A higher priority shall be given to projects involving intersegmental cooperation, provided the systems or institutions involved can demonstrate a financial savings or programmatic advantage to the State as a result of the cooperative effort.

Appendix B

STATE OF CALIFORNIA
DEPARTMENT OF FINANCE
915 L STREET
SACRAMENTO, CA 95814-3706

PETE WILSON, *Governor*

January 3, 1997

Walt Reno
Facilities Planning and Utilization Unit
Chancellor's Office
California Community Colleges
1107 Ninth Street
Sacramento, CA 95814

Dear Mr. Reno:

The Demographic Research Unit will approve the San Luis Obispo County Community College District's enrollment projection for the Cuesta College North County Center consistent with the following projections they have submitted for approval:

YEAR	ENROLLMENT	WSCH
1998	2,375	20,900.0
2000	2,763	24,305.6
2005	3,381	31,781.4
2010	3,919	35,662.9
2015	4,440	40,404.0

We extend our best wishes for the success of the new center.

Sincerely,

Linda Gage

Linda Gage, Chief
Demographic Research Unit
Department of Finance
915 L Street
Sacramento, CA 95814-3701

cc: Grace N. Mitchell, President/Superintendent, San Luis Obispo County Community College District
Allan Petersen, Educational Planning Consultant
Bill Storey, California Postsecondary Education Commission

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 17 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Six others represent the major segments of postsecondary education in California. Two student members are appointed by the Governor.

As of June 1997, the Commissioners representing the general public are:

Jeff Marston, San Diego; *Chair*
Guillermo Rodriguez, Jr., San Francisco; *Vice Chair*
Mim Andelson, Los Angeles
Henry Der, San Francisco
Lance Izumi, San Francisco
Kyo "Paul" Jhin, Malibu
Bernard Luskin, Encino
Melinda G. Wilson, Torrance
Vacant

Representatives of the segments are:

Kyhl Smeby, Pasadena; appointed by the Governor to represent the Association of Independent California Colleges and Universities;

Joe Dolphin, San Diego; appointed by the Board of Governors of the California Community Colleges;

Gerti Thomas, Albany; appointed by the California State Board of Education;

Ralph Pesqueira, San Diego; appointed by the Trustees of the California State University;

Frank R. Martinez, San Luis Obispo; appointed by the Council for Private Postsecondary and Vocational Education; and

David S. Lee, Santa Clara; appointed by the Regents of the University of California.

The two student representatives are:

Stephen R. McShane, San Luis Obispo
John E. Stratman, Jr., Orange

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them. Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of Executive Director Warren Halsey Fox, Ph.D., who is appointed by the Commission.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 98514-2938; telephone (916) 445-7933.

A REVIEW OF THE PROPOSED NORTH COUNTY CENTER IN PASO ROBLES -- An Educational Center of the San Luis Obispo County Community College District

Commission Report 97-5

ONE of a series of reports published by the California Postsecondary Education Commission as part of its planning and coordinating responsibilities. Summaries of these reports are available on the Internet at http://www.cpec.ca.gov. Single copies may be obtained without charge from the Commission at 1303 J Street, Suite 500, Sacramento, California 95814-2938. Recent reports include:

1996

96-7 *Fiscal Profiles, 1996: The Sixth in a Series of Factbooks About the Financing of California Higher Education* (September 1996)

96-8 *Student Profiles, 1996: The Latest in a Series of Annual Factbooks About Student Participation in California Higher Education* (October 1996)

96-9 *Project ASSIST (Articulation System Stimulating Interinstitutional Student Transfer): Staff Comments on the Final Evaluation Report Prepared by the Carrera Consulting Group* (December 1996)

96-10 *Performance Indicators of California Higher Education, 1996: The Third Annual Report to California's Governor, Legislature, and Citizens in Response to Assembly Bill 1808 (Chapter 741, Statutes of 1991)* (December 1996)

96-11 *Progress Report on the Effectiveness of Collaborative Student Academic Development Programs: A Report of the California Postsecondary Education Commission* (December 1996)

1997

97-1 *Coming of [Information] Age in California Higher Education: A Survey of Technology Initiatives and Policy Issues* (February 1997)

97-2 *Faculty Salaries at California's Public Universities, 1997-98: A Report to the Governor and Legislature in Response to Senate Concurrent Resolution No. 51 (1965)* (April 1997)

97-3 *A Review of the Proposed Watsonville Center -- An Educational Center of the Cabrillo Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges* (June 1997)

97-4 *A Review of the Proposed Academy of Entertainment and Technology -- An Educational Center of the Santa Monica Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges* (June 1997)

97-5 *A Review of the Proposed North County Center in Paso Robles -- An Educational Center of the San Luis Obispo County Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges* (June 1997)